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UNIVERSITY OF ALBERTA

AN EXPLORATORY ANALYSIS OF ORGANIZATIONAL EFFECTIVENESS AND CULTURE IN A SCHOOL DISTRICT

BY

KEVIN A. GILES

A THESIS
SUBMITTED TO
THE FACULTY OF GRADUATE STUDIES AND RESEARCH
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE
OF
DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATIONAL ADMINISTRATION

EDMONTON, ALBERTA

FALL, 1987

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Three things are necessary for the salvation of man: to know what he ought to believe; to know what he ought to desire; and to know what he ought to do.

St. Thomas Aquinas
Two Percepts Of Charity, 1273

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled AN EXPLORATORY ANALYSIS OF ORGANIZATIONAL EFFECTIVENESS AND CULTURE IN A SCHOOL DISTRICT submitted by KEVIN ANTHONY GILES in partial fulfillment of the requirements for the degree of DOCTOR OF PHILOSOPHY.

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Supervisor

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Myer Horowitz

Peter Coleman
External Examiner

Date: July 24, 1987

To

my wife

Sharon Elizabeth

and my son

Adam Kevin

Without their love and support this could not have been possible.

ABSTRACT

The purpose of the study was to explore the administration and the organizational culture of a school district within an organizational effectiveness framework. Questionnaire and interview data were used to assess selected aspects of school district operations in terms of the degree to which certain characteristics were preferred and perceived to be present. A comparison was made of the characteristics of the district with those identified in the literature on organizational and school district effectiveness.

Respondents in the study included 133 board members, central office administrators, and other members of the certificated staff who completed a questionnaire, 16 noncertificated members of the district's staff who completed a shorter form of the questionnaire, and 24 members of the district who were interviewed.

The findings of the study revealed differences between the actual and the preferred amount of attention given by central office administrators to administrative goals, administrative behaviors, organizational structure characteristics, and environmental changes. On the whole, respondents were moderately satisfied with various facets of the organizational climate of the district. Certain characteristics of organizational culture perceived by respondents were not present to the degree preferred. The results of the study revealed that the administrative operations were perceived to be less effective than respondents would have liked. Dominant characteristics of the organizational culture of the district did not appear to fully reflect those identified in the literature on effective educational and private sector organizations.

An approach that combines quantitative data collection procedures with some qualitative components proved to be useful in examining the effectiveness of central office administrators and the organizational culture of a school district. Further exploratory work would contribute to refining the instrumentation and procedures used in investigating similar problems.

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TABLE OF CONTENTS

CHAPTER PAGE

1 INTRODUCTION ---------- 1

PROBLEM AND SIGNIFICANCE ---------- 1

Purpose of the Study ---------- 2

Significance of the Study ---------- 2

BACKGROUND TO THE PROBLEM ---------- 5

Organizational Effectiveness ---------- 6

Organizational Culture ---------- 7

Organizational Effectiveness and Organizational Culture ---------- 8

DEFINITIONS OF TERMS ---------- 9

ASSUMPTIONS, DELIMITATIONS, AND LIMITATIONS ---------- 10

Assumptions ---------- 10

Delimitations ---------- 11

Limitations ---------- 11

ORGANIZATION OF THIS REPORT ---------- 12

2 REVIEW OF RELATED LITERATURE ---------- 14

PERSPECTIVES ON CULTURE ---------- 14

Culture from an Anthropological Perspective ---------- 14

Culture from an Organizational Perspective ---------- 20

CHAPTER PAGE

CULTURE AND EFFECTIVENESS IN SCHOOLS AND SCHOOL DISTRICTS ---------- 24

MODELS TO GUIDE ASSESSMENTS OF EFFECTIVENESS ---------- 27

The State of the Art ---------- 27

Program Evaluation ---------- 28

Organizational Effectiveness ---------- 29

SUMMARY OF THE CHAPTER ---------- 32

3 CONCEPTUAL FRAMEWORK ---------- 35

A FRAMEWORK OF INDICATORS ---------- 35

Organizational Goals ---------- 37

Outcome Measures ---------- 40

Personnel Characteristics ---------- 41

Organizational Variables ---------- 42

Environmental Variables ---------- 46

SUMMARY OF THE CHAPTER ---------- 48

4 RESEARCH DESIGN, INSTRUMENTATION, AND METHODOLOGY ---------- 49

RESEARCH DESIGN ---------- 49

The Nature of the Study ---------- 49

Research Questions ---------- 50

RESEARCH INSTRUMENTATION ---------- 51

The Instruments ---------- 51

CHAPTER PAGE

Authenticity ---------- 55

Objectivity ---------- 60

RESEARCH METHODOLOGY ---------- 61

Data Collection Procedures ---------- 61

Data Analysis ---------- 63

Presentation of Findings ---------- 69

5 PERCEPTIONS OF ADMINISTRATION ---------- 70

PERCEPTIONS OF ADMINISTRATIVE GOALS AND PRACTICES ---------- 70

Administrative Goals ---------- 70

Administrative Practices ---------- 84

PERCEPTIONS OF ADMINISTRATIVE BEHAVIOR AND PERFORMANCE ---------- 88

Administrative Behavior ---------- 88

Administrative Performance ---------- 97

PERCEPTIONS OF ADMINISTRATION: A SUMMARY AND DISCUSSION ---------- 100

Administrative Goals and Practices ---------- 101

Administrative Behavior and Performance ---------- 104

SUMMARY OF THE CHAPTER ---------- 107

6 PERCEPTIONS OF ORGANIZATION ---------- 109

PERCEPTIONS OF ORGANIZATIONAL STRUCTURE ---------- 109

Organizational Structure Characteristics ---------- 109

Features of Organizational Structure ---------------------------------- 119

PERCEPTIONS OF ORGANIZATIONAL CLIMATE: SATISFACTION WITH DISTRICT ---------------------------------- 122

Organizational Climate ---------------------------------- 122

Features of Organizational Climate ---------------------------------- 131

Satisfaction with District ---------------------------------- 133

Noncertificated Staff Satisfaction ---------------------------------- 136

PERCEPTIONS OF ORGANIZATION: A SUMMARY AND DISCUSSION ---------------------------------- 140

Organizational Structure ---------------------------------- 140

Organizational Climate ---------------------------------- 145

SUMMARY OF THE CHAPTER ---------------------------------- 148

7 ADAPTATION TO ENVIRONMENTAL CHANGES --------- 151

PERCEPTIONS OF ENVIRONMENTAL CHANGES -------------- 151

Environmental Changes ---------------------------------- 151

Community and Educational Change Adaptation -------------------- 159

ADAPTATION TO ENVIRONMENTAL CHANGES: A SUMMARY AND DISCUSSION ---------------------------------- 162

SUMMARY OF THE CHAPTER ---------------------------------- 165

8 BELIEFS ABOUT ADMINISTRATIVE ORIENTATION ----- 167

FINDINGS ---------------------------------- 168

Encouragement and Autonomy to Explore New Initiatives --------- 168

Orientation to Change ---------------------------------- 173

CHAPTER PAGE

Concern about Problems That People Experience ---------------- 178

Taking Into Account What Teachers, Students, and Parents Want ---------------- 182

Involvement in Decision Making ---------------- 186

An Essential Professional Service ---------------- 190

A Sense of Belonging ---------------- 194

Encouraging and Recognizing Performance ---------------- 198

BELIEFS ABOUT ADMINISTRATIVE ORIENTATION: A SUMMARY AND DISCUSSION ---------------- 203

SUMMARY OF THE CHAPTER ---------------- 209

9 BELIEFS ABOUT EDUCATIONAL ORIENTATION -------- 212

THE FINDINGS ---------------- 213

Sharing Beliefs about the Education of Children ---------------- 213

Student Achievement and Performance ---------------- 218

Approaches to Instruction ---------------- 222

Educational Goal Awareness ---------------- 226

Student-control Procedures ---------------- 230

Core Mission ---------------- 233

BELIEFS ABOUT EDUCATIONAL ORIENTATION: A SUMMARY AND DISCUSSION ---------------- 235

SUMMARY OF THE CHAPTER ---------------- 240

10 DISCUSSION OF RESULTS ---------------- 243

PREFERRED AND ACTUAL PRACTICE ---------------- 243

Implications for General Administration 243
Implications for District Organization 246
Implications for Adapting to Environmental Change 250
Summary 252
REFLECTING ON THE PROCEDURES 253
SUMMARY OF THE CHAPTER 257

11 SUMMARY, CONCLUSIONS, AND IMPLICATIONS 258
PURPOSE AND PROCEDURES 258
Purpose of the Study 258
Conceptual Framework 260
Research Design, Instrumentation, and Methodology 261
FINDINGS 266
Organizational Effectiveness 266
Organizational Culture 271
Potential of the Procedures 277
CONCLUSIONS 279
Organizational Effectiveness 279
Organizational Culture 281
IMPLICATIONS 283
Implications for Administrative Practice 283
Theoretical Implications 285
Research Oriented Implications 287

CHAPTER PAGE

CONCLUDING COMMENT ---------- 288

REFERENCES ---------- 290

APPENDIX A: Inventory of School District Operations Form A and Form B ---------- 299

APPENDIX B: Organizational Culture Inventory ---------- 318

APPENDIX C: Tables Related to the Composition of the Questionnaire and the Interview Schedule ---------- 338

APPENDIX D: Letters to Superintendent and Respondents ---------- 343

APPENDIX E: Factor Analysis ---------- 347

APPENDIX F: Correlation Coefficient Matrix of Organizational Culture Inventory Items ---------- 361

APPENDIX G: Analysis of Variance ---------- 363

CURRICULUM VITAE ---------- 369

LIST OF TABLES

TABLE PAGE

Table 3.1 A Checklist of Organizational Effectiveness Categories and Indicators ---------- 38

Table 3.2 Categories of Roles, Activities, and Specific Administrative Roles ---------- 43

Table 4.1 Questionnaire and Interview Schedule Reliability Coefficients ---------- 57

Table 4.2 Scale Items used in the Present Study Compared to the Peters and Waterman (1982) Conceptualization ---------- 68

Table 5.1 Comparison of Actual and Preferred Priorities for Administrative Goals ---------- 71

Table 5.2 Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Priorities for Administrative Goals Classified by Position in District ---------- 74

Table 5.3 Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Priorities for Administrative Goals Classified by Years in Present Position ---------- 75

Table 5.4 Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Priorities for Administrative Goals Classified by Years of Association with District ---------- 76

Table 5.5 A Comparison of Effective Central Office Administrative Practices and Central Office Administrative Practices Needing Improvement ---------- 85

Table 5.6 A Comparison of Effective School Board Administrative Practices and School Board Administrative Practices Needing Improvement ---------- 86

Table 5.7 Comparison of Actual and Preferred Frequencies for Administrative Behavior ---------- 89

TABLE PAGE

Table 5.8 Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Frequencies for Administrative Behavior Classified by Position in District ---------- 92

Table 5.9 Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Frequencies for Administrative Behavior Classified by Years of Association with District ---------- 93

Table 5.10 A Comparison of Effective Central Office Administrative Performance and Aspects of Central Office Administrative Performance Needing Improvement ---------- 99

Table 6.1 Comparison of Actual and Preferred Organizational Structure Characteristics ---------- 111

Table 6.2 Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Organizational Structure Characteristics Classified by Position in District ---------- 113

Table 6.3 Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Organizational Structure Characteristics Classified by Years in Present Position ---------- 114

Table 6.4 A Comparison of Effective and Desirable Features of Organizational Structure and Changes to be Considered in Improving the Organizational Structure ---------- 121

Table 6.5 Satisfaction with Organizational Climate ---------- 123

Table 6.6 Results of the One-way Analysis of Variance for Mean Scores of Factors for Satisfaction with Organizational Climate Classified by Position in District ---------- 125

Table 6.7 A Comparison of Effective and Desirable Features of Organizational Climate and Changes to be Considered in Improving the Organizational Climate ---------- 132

Table 6.8 A Comparison of What Members of the District Find Most Satisfying and Changes Which Would Likely Increase Their Level of Satisfaction ---------- 135

TABLE PAGE

Table 6.9 Overall Satisfaction of Noncertificated Personnel with the General Administration of the District ---------- 137

Table 6.10 Overall Satisfaction of Noncertificated Personnel with Personnel Relations in the District ---------- 139

Table 7.1 Comparison of the Importance and Priority Being Given to Environmental Changes ---------- 152

Table 7.2 Results of the One-way Analysis of Variance for Mean Scores of Factors for Importance and Priority Being Given to Environmental Changes Classified by Position in District ---------- 155

Table 7.3 Results of the One-way Analysis of Variance for Mean Scores of Factors for Importance and Priority Being Given to Environmental Changes Classified by Years in Present Position ---------- 156

Table 7.4 A Comparison of Effective Community and Educational Change Adaptation and Community and Educational Changes Likely to Require Increased Attention ---------- 161

Table 8.1 Comparison of Actual and Preferred Beliefs about the Administrative Orientation of Central Office Administrators ---------- 169

Table 9.1 Comparison of Actual and Preferred Beliefs about the Educational Orientation of the District ---------- 214

LIST OF FIGURES

FIGURE PAGE

Figure 3.1 A Framework of Organizational Effectiveness Indicators ---------- 36

Figure 5.1 Comparison of Actual and Preferred Priorities for Administrative Goals ---------- 83

Figure 5.2 Comparison of Actual and Preferred Frequencies for Administrative Behavior ---------- 98

Figure 6.1 Comparison of Actual and Preferred Organizational Structure Characteristics ---------- 120

Figure 6.2 Satisfaction with Organizational Climate ---------- 129

Figure 6.3 Noncertificated Staff Satisfaction with the General Administration of the District ---------- 141

Figure 6.4 Noncertificated Staff Satisfaction with Personnel Relations in the District ---------- 142

Figure 7.1 Comparison of Importance and Priority Being Given to Environmental Changes ---------- 160

Chapter 1

INTRODUCTION

Since the beginning of human civilization individuals have sought methods for improving personal and group performance. The discovery of fire and the invention of the wheel enabled stone age peoples to increase their productivity, thus to live more fruitful lives. Today with advanced technological improvements, we are still attempting to enhance the human condition. The innate human desire and potential for improvement has been the subject of numerous research studies. Some of these studies have focused on the effectiveness of the organizations through which groups and individuals strive to attain desired goals.

Assessing organizational effectiveness has proven to be challenging, particularly in human service organizations. The study that is the subject of this report explored one approach to obtaining information about selected aspects of administrative operations and organizational culture in a school district. In the course of completing the study, both the conceptual and methodological challenges of research on organizational effectiveness were addressed.

PROBLEM AND SIGNIFICANCE

Although organizational effectiveness is relevant to all members of a organization, the topic has particular significance for administrators. Accordingly, the present study was designed to focus on aspects of the operations which administrators might address in attempting to increase organizational effectiveness.

Purpose of the Study

The purpose of the study was to explore the administration and the organizational culture of a school district within an organizational effectiveness framework. In pursuing this objective answers were sought to two general questions, namely:

(1) What are the characteristics of selected aspects of administrative operations in the district?

(2) What are the characteristics of selected aspects of the organizational culture of the district?

The current literature on organizational effectiveness was used as a conceptual guide in developing a questionnaire and an interview format. Judgments about the effectiveness of central office administrative operations were made in terms of the degree to which certain characteristics were preferred and perceived to be present. The results of the study were compared with the relevant literature on organizational effectiveness, and the strengths and weakness of the procedures used were assessed. In addition, administrative personnel in the school district that participated in the study received feedback that may be useful in assisting them to identify strengths as well as areas for consideration in any efforts at improvement.

Significance of the Study

The literature indicates that there are increased sociopolitical pressures for educational organizations to demonstrate accountability, efficiency and overall effectiveness (Hoy and Miskel, 1982; Miskel, 1982; Lenhart, 1982; Lindsay, 1982; Peters and Waterman, 1982; Goodlad, 1983; Ratsoy, 1983; Clark et al., 1984; Eicholtz, 1984; Leithwood and Fullan, 1984; Murphy et al., 1984; Pink, 1984; Ratsoy and Miklos, 1984; Renihan and Renihan, 1984; Stabile, 1984; Gardner, 1985; Hoy and Ferguson, 1985; Lagna, 1985; Levin, 1986; Levine, 1985; Murphy et al., 1985; Ratsoy and Miklos, 1985a; Ratsoy and Miklos, 1985b; Rist, 1985). At the same time theorists, researchers, and practitioners see the need for criteria and instruments that can be used to assess programs, schools, school districts, and organizations in general (Mott, 1972; Stake, 1973; Stufflebeam, 1973; Spray, 1976; Campbell, 1977; Steers, 1977; Cameron, 1978; House, 1980; Marshall, 1980; Scott, 1981; Stufflebeam et al., 1981; Hoy and Miskel, 1982; Cameron and Whetten, 1983; Ratsoy, 1983; Keeley, 1984; Hoy and Ferguson, 1985). But because there is little consensus on categories and indicators of organizational effectiveness, or on models and criteria to be used in its assessment, Cameron and Whetten (1983) suggest "it is more worthwhile to develop frameworks for assessing effectiveness than to try to develop theories of effectiveness" (p. 267). This stance is supported by others who suggest that the time has come to put into operation systematic evaluation procedures for schools and school districts.

In some Canadian provinces the ministries of Education have made school and school district assessments mandatory (C.E.A. Newsletters, 1984-1985; Gleave, 1984; Alberta Education Program Policy Manual 2nd. ed., 1984). Consequently educational organizations, school districts in particular, are researching instruments that can adequately diagnose their administrative effectiveness and thus lead to more accountable and effective systems.

The current context of educational policy (Rist, 1985) and organizational effectiveness research (Cameron and Whetten, 1983) present both theoretical and operational problems for the theorist, the researcher, and the practising administrator. The need for frameworks that can be applied in effectiveness studies is apparent. However, the organizational effectiveness models presented in the literature are mainly theoretical in nature and deficient in terms of a concrete operational approach. While many writers suggest that organizational culture may be related to administrative effectiveness, there are few, if any, models or frameworks available to examine organizational culture. This dichotomy between what is needed and what exists is an issue that continues to be debated by writers in the field (Cameron and Whetten, 1983). By using an exploratory approach, this study attempted to offer some preliminary insights on selected aspects of the administrative operations and the organizational culture of a school district.

On the basis of a study of administrative effectiveness in an Alberta school district, Ratsoy and Miklos (1985b) suggested that further exploratory research be undertaken to develop their assessment model, individual effectiveness indicators, and other variables. They also recommended that data relating to the effectiveness of administrative operations and processes be collected in "districts of varying types and sizes [both] within a given province and interprovincially" (Ratsoy and Miklos, 1985, appendix to the paper). For the purpose of the present study, the Ratsoy and Miklos (1984) approach was viewed as being worthy of further exploratory research and analysis.

An aspect of organizational effectiveness, cited in the literature but not examined in the initial test of the Inventory of School District Operations developed by Ratsoy and Miklos (1984), is that of organizational culture. Writers on the effectiveness of human service organizations point out the importance of considering organizational culture when assessing the performance of such organizations (Pettigrew, 1973; Brookover et al., 1979; Rutter et al., 1979; Wynne, 1980; Cohen, 1981; Grant, 1982; Purkey and Smith, 1982; Cohen, 1983; Schall, 1983; Riley, 1983; Renihan and Renihan, 1984; Clark et al., 1984; Kottkamp, 1984; McDaniel, 1984; Sander and Wiggins, 1985). Peters and Waterman (1982) and Deal and Kennedy (1982) suggest that excellence in corporate organizations is at least partially due to the type of culture underlying such organizations.

The foregoing is evidence that this study is theoretically and practically significant for a number of reasons. Firstly, the study was in keeping with current thinking in the areas of school and school district effectiveness. It may, therefore, contribute to education-related organizational research and theories of organizational effectiveness through exploring a refinement of current approaches to assessing administrative effectiveness. Secondly, the exploratory nature of the study may add to understandings of organizational culture and of administrative effectiveness in educational organizations, and permit discussion about the appropriateness of the conceptual framework, the categories of effectiveness indicators, the instruments, and the procedures used. Thirdly, the findings of the study may provide useful insights into aspects of the administrative operations and the organizational culture of school districts for those who assume responsibility for their organization and management, and for those involved in the planning of programs in educational administration. Finally, the methodology of the study may suggest a means for educational organizations to respond to the recent sociopolitical emphasis on accountability, improved efficiency, and increased effectiveness.

BACKGROUND TO THE PROBLEM

The conceptual basis for the study is provided by the literature on organizational effectiveness and organizational culture. In many respects, the two themes form an interrelated strand. To discuss the effectiveness of an organization is to say something about its culture. Focusing on the culture of an organization may yield clues about its effectiveness. In the paragraphs which follow, the concepts of organizational effectiveness and organizational culture are explored both individually and in combination.

Organizational Effectiveness

Formal writing related to organizational effectiveness began early in this century with the publication of writings by Taylor (1907 and 1911), Gilbreth (1914), Brisseden and Frankel (1922), Copley (1923), Mayo (1924), Follett (1924), Burtt (1929), Fayol (1930), Weber (1930), Barnard (1938), and others. Hoy and Miskel (1982) maintain that "for the past one hundred years, writers representing both the private and public sectors have expressed concern about the effective and efficient operation of virtually every type of organization" (p. 319). Hence, the notion of effectiveness in organizations is not new; however, as Etzioni (1964) indicates, "in contrast to earlier societies, modern society has placed a high moral value on rationality, effectiveness and efficiency" (p. 1). The quiet revolution of the 1980s (Capra, 1983; Peters and Austin, 1985) suggests that society is demanding greater accountability of all organizations. According to Rist (1985), in the field of education, the context of policy has shifted "from a concern with equity towards that of . . . achievement. The press now is not for access but for quality" (p. 601). The recent surge of provincial and international studies in education (The National Commission on Excellence in Education, 1983; Goodlad, 1983; Gardner, 1985; Ghitter, 1985) has increased considerably the public visibility of educational organizations. With this awareness has come greater social demands for more accountability, improved efficiency, and increased effectiveness. The resulting effect, according to Ratsoy and Miklos (1985b), is that "the long-standing interest of policy makers in assessing the effectiveness of [educational organizations] has shifted from acceptance of general and impressionistic approaches to a demand for operationalizing systematic evaluation procedures" (p. 1).

While some approaches to assessing specific aspects of the operation of educational organizations such as student achievement have a long and well-developed tradition, conceptualizing the effectiveness of general organizational administrative operations has proven to be more challenging. By operationalizing an organizational effectiveness framework this study explored the possibility that information about the organizational effectiveness of a school district may be found in the perceptions that administrators and other organizational members have of certain aspects of central office administrative operations.

Organizational Culture

Since the early eighteenth century, social scientists have searched for an understanding of how groups function. By collecting information on behavior patterns, beliefs, values, attitudes, ideals, and artifacts, anthropologists have made some progress in providing us with an understanding of the distinctive characteristics of human societies. Through this research, insight has been gained into the ways in which people live, the unspoken rules that guide their daily living, the values and attitudes they possess, and the nature of their work and play. Understandings have also been developed by sociologists about how and why various groups within a society exist, and why group members behave the way they do. In other words, social scientists have provided insight into the distinctive cultures that exist within our world community both large scale human societies and, on a smaller scale, social groups and organizations.

Society comprises different subgroups (Haviland, 1981) in the form of business and human service organizations. Members of these groups share certain behaviors, beliefs, values, and artifacts, which they have come to understand and accept. In other words, each organization has its own culture. According to Deal and Kennedy (1982), Peters and Waterman (1982), and Peters and Austin (1985), successful corporate structures can be identified by a well established philosophy and set of beliefs that underlie the organization and that manifest themselves through common understandings, beliefs, value sharing, ceremonies, symbols, and artifacts.

Organizational members bring with them distinctive elements of their societal culture, which they have acquired since birth. The organizational culture exerts a modifying influence on the behavior of individual members to achieve organizational ends. The success of an organization, therefore, depends to some extent on its ability to enculturate its members effectively. Much has been written about the need to make human service organizations, particularly educational organizations such as schools and school districts, more effective. The premise on which this study is based is that administrative effectiveness in such organizations may be related to the type of organizational culture that permeates them.

Organizational Effectiveness and Organizational Culture

Deal and Kennedy (1982), Peters and Waterman (1982), and Moss Kanter (1983), clearly suggest that there is a cause-and-effect relationship between the culture of corporate organizations and their effectiveness; however, literature on effectiveness and culture in educational organizations has been more cautious. While there has been some speculation that student success in schools may be linked to the culture of these organizations, Owens (1987) contends that "no significant body of experimental research in which the variables are fully controlled exists, and, therefore, discussion of the issue must be in the realm of association of significant variables"(p. 193). Nevertheless, he goes on to point out that

> research clearly suggests that schools that emphasize supportiveness, open communication, collaboration, intellectuality, and that reward achievement and success outperform . . . those that emphasize competition, constraint and restrictiveness, and rules and standard operating procedures and that reward conformity. (Owens, 1987, p. 199)

In some ways similar to Owens (1987), Murphy and Hallinger (1985) maintain that successful schools possess "a clear sense of purpose, a core set of standards . . . high expectations . . . a sense of community, and resiliency and a problem solving attitude" (p. 18). Levine (1985) suggests that successful educational organizations are like "excellent companies [in that they] recognize the importance of the social structure in their organization and their dependence on the establishment of productive norms of behavior and a sense of commitment among the people who make up the organization" (p. 64). While there is little empirical evidence to support a definite relationship between organizational effectiveness and organizational culture there are suggestions that both perspectives are worth exploring.

DEFINITIONS OF TERMS

Concepts that take on specific meaning in relation to the study will be defined as they are encountered in this report. More general terms are defined here. In both instances definitions are grounded in the relevant literature.

Organizational effectiveness. In the context of this study, organizational effectiveness was conceptualized in terms of the degree to which certain characteristics of the administrative operations of a school district were preferred and perceived to be present.

Organizational culture. For the purpose of the study, organizational culture was defined as the common beliefs about the administrative orientation of central office administrators and the educational orientation of a school district, which members of this organization hold and share.

Administrators. Unless otherwise implied the term administrators refers to central office administrators and school board members.

Certificated staff. For the purpose of this study, certificated staff include district-level program coordinators, principals, teachers, and other certificated members of central office and school staffs.

Noncertificated staff. Throughout this report, noncertificated staff means district- and school-level clerical and secretarial personnel.

Program coordinator. In the context of this study, program coordinator means a curriculum consultant, based in the central office of the school district, who is assigned to coordinate curriculum areas such as mathematics, early childhood education or language arts.

ASSUMPTIONS, DELIMITATIONS, AND LIMITATIONS

A number of assumptions and delimitations help to define the study. The limitations of the research are a consequence of both the conceptual and methodological approaches to the research.

Assumptions

Throughout the period of the study the researcher was guided by four assumptions: firstly, that the perceptions of respondents about administrative operations and organizational culture were valid means of exploring selected aspects of the administrative effectiveness and the organizational culture of the district; secondly, that the respondent sample was reasonably representative of all personnel in the district; thirdly, that respondents were able to comprehend the items in the questionnaire and the interview schedule to the extent intended by the investigator; and finally, that all respondents were sincere in their responses to the questionnaire and interview items.

Delimitations

In keeping with the exploratory nature of the study, the scope of the research was delimited as follows:

(1) Data were collected in one rural school district in Newfoundland.

(2) Only administrators, certificated staff, and noncertificated staff, completed questionnaires: parents and students were not included in the sample.

(3) Only 24 administrators and certificated staff members were interviewed.

(4) The study was focused on the central office administrative operations of the school district.

(5) Only the indicators of organizational effectiveness outlined in the conceptual framework were used in exploring selected aspects of the administrative operations and the organizational culture of the district.

Limitations

The study has a number of limitations that could affect the transferability of the findings. Firstly, data collection was confined to questionnaires and to structured interviews. Therefore the information obtained depended on the respondents' ability to interpret questions accurately and to recall events which influenced their responses. Secondly, responses from a small number of interviewees were the primary source of organizational culture data. The interviewees' ability to speak to certain questions was limited by their experience in the district and the amount of direct contact they had had with central office administrators. In some instances they may not have been as knowledgeable about central office administrative operations and the district as the researcher would have liked. Thirdly, artifacts are said to be important sources of data when culture is investigated; however, in this study artifacts and documentation relevant to the district were not used to any great extent. The school board's policy handbook and a copy of its rationale for educational development were examined, but no other documentation was studied. Finally, the study was designed to be exploratory and diagnostic rather than conclusive. Therefore, information collected on aspects of administrative operations and organizational culture in the school district was treated as formative rather than summative.

ORGANIZATION OF THIS REPORT

Following this introductory chapter, Chapter 2 contains a summary of the literature which has been reviewed for this study. Perspectives on the concept of culture from anthropological and organizational points of view are presented, the operational definition of culture which guided the study is put forth, literature specifically related to school and school district effectiveness and organizational culture is discussed, and some approaches to the assessment of organizational effectiveness are outlined.

Chapter 3 contains a discussion of the conceptual framework. In this chapter the specific aspects of administrative operations and organizational culture are outlined as well as the rationale for their use. The research design, instrumentation, and methodology are described in Chapter 4.

Chapters 5, 6, and 7 address the first general question of the study and analyze the questionnaire responses. Chapters 8 and 9 address the second general question and analyze the information collected through interviews. In each of these chapters the characteristics of the district, as identified through the findings, are compared with the literature on organizational and school district effectiveness.

Chapter 10 includes a discussion of the implications of the results of the study for the administration of the school district. The strengths and weakness of the procedures used in this study are also addressed. In Chapter 11 the study and its findings are summarized, the conclusions are presented, and some implications of the study for administrative practice, for organizational theory, and for further research are outlined.

Chapter 2

REVIEW OF RELATED LITERATURE

Within an organizational effectiveness framework, the literature relevant to an exploration of the administration and the organizational culture of a school district falls into three major categories: perspectives on culture, culture and effectiveness in schools and school districts, and models to guide assessments of effectiveness. The first section of this chapter presents an overview of the literature related to the concept of culture from an anthropological and an organizational perspective; drawing on this literature, the operational definition of culture which guided the study is put forth. In section two, literature related to school and school district culture and effectiveness is reviewed. The third section summarizes the literature related to models to guide assessments of organizational effectiveness.

PERSPECTIVES ON CULTURE

The concept of culture can be defined both from an anthropological and an organizational perspective. An examination of these perspectives provides a background for arriving at an operational definition of organizational culture.

Culture from an Anthropological Perspective

From the cultural anthropology literature it is evident that anthropologists are not entirely consistent in their use of the term "culture." In this section anthropological definitions of culture are presented and the relationship of culture to societal groups is discussed.

Anthropological definitions of culture. One of the founders of anthropology, Tylor (1871), defines culture as "that complex whole which includes knowledge, belief, art, law, morals, custom and any other capabilities and habits acquired by man as a member of a society" (p. 1). Implicit in this definition is the notion that culture is an abstraction that has concrete manifestations. Culture in the form of knowledge, beliefs, morals, and ideals is termed an abstraction because it exists only in the minds of people. Individuals vary in their conceptualization of these elements and in the degree of importance accorded to them. From this definition, it is apparent that culture is acquired or learned by members of the group. Hence, the individual acquires culture from family members, peers, and other members of society.

Other writers in the field of cultural anthropology have built on Tylor's definition. According to White, Lowie (1917) defined culture as "a process sui generis — a thing" (White, 1972, p. 113). Linton (1940) defined it as "the sum total of the knowledge, attitudes and habitual behavior patterns shared and transmitted by the members of a particular society" (p. 20). These definitions, like Tylor's, emphasize the abstract nature of culture. Knowledge, attitudes, and habitual behavior patterns are instilled in the minds of group members. Those cultural elements are not directly observable and are not artifacts; hence they are abstract in nature. In his definition Linton (1940) also points out that these abstractions are shared and transmitted by group members. Through this process individuals acquire or learn appropriate behavior patterns. Thus, culture permeates group understandings.

Kluckhohn and Kelly (1945) describe culture as all the "historically created designs for living, explicit and implicit, rational, irrational, and nonrational, which exist at any given time as potential guides for the behavior of men" (p. 97). Inherent in this definition is the notion that culture acts as a behavior guide for members of a particular social group, a code that has developed and has been learned or acquired over time. This code of behavior is evident in the way that members of a group think, work, and play. Whereas some would argue that much of culture is implicit or, as Keesing and Keesing (1971) suggest, exists only in the form "of shared ideas and conceptual designs that underlie the ways in which people live" (p. 21), Kluckhohn and Kelly (1945) contend that concrete objects and symbols are also significant cultural phenomena. For them, culture thus includes the explicitly set out rules, artifacts, and symbols which group members share and respect.

Kroeber (1948) asserts that culture is "the mass of learned and transmitted motor reactions, habits, techniques, ideas, and values . . . and the behavior they induce" (pp. 8-9). This definition is in keeping with those previously mentioned in that it presents culture as something acquired and shared by members of a particular group. The consistent behavior patterns, habits, thoughts, ideas, and beliefs of a group's members comprise the culture of that particular group. Kroeber and Kluckhohn (1952) concur with this definition and further state that culture consists of the "patterns, explicit and implicit, of and for behavior acquired and transmitted by symbols, constituting the distinctive achievement of human groups, including their embodiment in artifacts" (p. 66). It is worthy of note that while feelings, beliefs, values, and morals are cultural phenomena the symbols found to be distinctive of a particular group are also said to comprise culture. This conceptualization of culture is similar to that of Herskovits (1955), who suggests that culture is "the man-made part of the environment" (p. 20); that is, values, beliefs, attitudes, morals, laws, feelings, and artifacts are made manifest for the use and benefit of group members.

Honigmann (1963) maintains that culture consists of both covert and overt behavior. "Covert culture includes the motives with which people act, the meanings their actions and artifacts possess for them, their meaning of the world and their ideas of man's place in the world" (p. 318). The overt behavior of group members is governed by the nature of the group's covert culture. Therefore, individual group members are not expected to participate in acts, hold beliefs, generate feelings, possess emotions and attitudes or use symbols that are contrary to group norms.

Keesing and Keesing (1971) refer to culture as "the totality of man's learned accumulated experience . . . those socially transmitted patterns of behavior characteristic of a particular group" (pp. 20-21). In elaborating on this definition they argue that "culture is a composite . . . a generalization . . . an abstraction . . . and an ideational code" (pp. 20-21). Swartz and Jordan (1980) also maintain that culture is a composite, suggesting that "new understandings are added to those already shared" (p. 49). This cumulative nature of culture allows for the infusion of new ideas and techniques and may be part of the process of change.

It has been argued that culture, as a generalization or abstraction, is not behavior but merely a guide for behavior (White, 1971; Swartz and Jordan, 1980). It is not something that you can see; it is a feeling or a norm imposed by the group or, in the terms of Keesing and Keesing (1971) "the ideational code lying beneath human behavior" (p. 27).

A more explicit definition of culture is that offered by White (1972), who maintains that "culture is a class of things and events dependent upon symboling considered in an extrasomatic context" (p. 106). In substantiating this definition White (1972) states:

> The things and events that comprise culture have their existence in space and time; (1) within human organisms, i.e., concepts, beliefs, emotions, attitudes; (2) within processes of social interaction among human beings; and (3) within material objects (axes, factories, railroads, pottery bowls) lying outside human organisms but within patterns of social interaction among them. The locus of culture is thus intraorganismal, interorganismal, and extraorganismal. (p. 108)

White maintains that although culture does consist partly of ideas, it also consists of "attitudes, overt acts, and objects" (p. 110).

In more recent work, the cultural anthropologists Swartz and Jordan (1980) define culture as "the sum of the morally forceful understandings acquired through learning and shared by members of a group" (p. 52). They identify three types of "shared understandings: procedural understandings, descriptive understandings or beliefs, and values" (p. 49) and define these three terms as follows:

> Procedural understandings are understandings of how things should be done. Descriptive understandings or beliefs are understandings about the nature of the world and its contents that ought to be accepted. Values are understandings about what is desirable, beautiful, good and what is undesirable, ugly or bad. (p. 49)

Swartz and Jordan maintain that values are fundamental to a culture. In their words, values are "used to evaluate the [procedural and descriptive] understandings and their consequences . . . they are basic to the other two" (Swartz and Jordan, 1980, p. 49). Without shared values, group members would not be able to differentiate between what is desirable and what is undesirable. Values held by one group might not be acceptable to another. What is perceived as good or desirable by one group might be perceived as undesirable by another. Values are rooted in culture; therefore, the value orientations of individuals are largely governed by their cultural heritage.

The final definition of culture presented in this review is that of Haviland. He describes culture as "a set of shared ideals, values and standards of behavior; it is the common denominator that makes the actions of individuals intelligible to a group" (Haviland, 1981, p. 29). For Haviland culture is, "social heredity . . . it is learned by growing up in it" (p. 29). He maintains that customs, beliefs, values, and standards of behavior are "transmitted from one generation to the next by [a process of] enculturation" (p. 29).

The preceding definitions represent the chronological evolution of the concept "culture." Kroeber and Kluckhohn (1952) present more than 100 definitions of this concept "grouped according to principal conceptual emphasis" (p. 8). In their presentation they identify:

> descriptive definitions — those with an emphasis on enumeration of content;
>
> historical definitions — those which emphasize social heritage or tradition;
>
> normative definitions — those with an emphasis on rules, ways, ideals, values, and behavior;
>
> psychological definitions — those with an emphasis on adjustment, problem-solving, learning, habits, and the psychological;
>
> structural definitions — those with an emphasis on patterning or organization of culture; and
>
> genetic definitions — those which emphasize culture as a product, artifact, idea, symbol, or other residual effect. (pp. 77-154)

In summary, from an anthropological perspective culture consists of knowledge, beliefs, art, law, morals, habits, attitudes, behavior patterns, shared ideas and conceptual designs, techniques, symbols, reactions, feelings, motives, emotions, understandings, ideals, and values shared by and common to members of a particular group. Culture is acquired or learned; it is implicit and explicit, overt and covert; it is generalizable and integrated; it is abstract and concrete; it is the formally and informally transmitted ideational social glue that holds a group together. In other words, culture is what people believe as well as concrete manifestations in the form of artifacts and behavior patterns.

Culture and society. Society is defined by Haviland (1981) as "a group of people occupying a specific locality who are dependent upon each other for survival, and who share a common culture" (p. 29). The culture of a particular society is evident through the behaviors, understandings, beliefs, values, ideas, customs, conceptual designs, motives, ideals, and artifacts that are common to its members. Haviland (1981) suggests that "society consists of subgroups . . . each of [which] functions by [its] own distinctive standards of behavior" (p. 30). Within a pluralistic, multicultural society it is not difficult to identify subgroups with values, beliefs, attitudes, or standards of behavior that differ from those of others. This subcultural variation, as anthropologists call it, is particularly evident in today's society. As one class of such subgroups, organizations operate, to a degree, by different sets of rules than those of the larger society (Haviland, 1981). Within an organization individuals from a multicultural society interact with each other and acquire a culture that is characteristic of the particular group. In many respects, the group itself becomes a minisociety (Morgan, 1986) in which members share the culture and depend on one another to achieve the goals of the organization, thus ensuring their own and the group's survival.

Anthropologists describe the learned behavior that organizational members share as reflexive because as Haviland (1981) suggests, culture is "the result of conditioning" (p. 32) and training. Hence, within organizations one can expect to find attitudes, feelings, beliefs, values, standards of behavior, knowledge, artifacts, law, morals, habits, techniques, shared ideas and conceptual designs, symbols, reactions, motives, emotions, and understandings that essentially ensure uniqueness and, "the continued existence of the group" (Haviland, 1981, p. 47). Due to its special nature, this form of culture has been termed organizational culture by authorities in the field (Deal and Kennedy, 1982).

Culture from an Organizational Perspective

The notion of societal subgroup culture is not new; however, in recent years it has come to the forefront as being worthy of consideration when studying an organization. In the following paragraphs, definitions of culture from an organizational perspective are presented, the operational definition of culture which guided this study is outlined, and the notion of examining the culture of a school district is discussed.

Organizational culture. From the foregoing it is evident that individuals are products of the cultures in which they have been raised. Organizational members bring with them the culturally instilled elements they have inherited from their social groups. As organizational members they might forfeit some of this cultural heritage and acquire the reflexive behavior associated with membership in the organization. Through a process of integration and adaptation, organizational members are able to adhere to the organizational norms and thereby perform effectively as members of the group.

To some extent the culture of organizations is, as Beck and Moore (1985) point out, a product of "the external societal, cultural context within which organizations are embedded" (p. 335). As an illustration, recent research into the success of Japanese industry demonstrates that the fundamental characteristics of the Japanese social culture are a significant consideration in the overall success of these industrial organizations. Of more significance, perhaps, is the notion, as Beck and Moore (1985) assert, that "management imagery and style [of administration] are closely related to the culture of the nation [or society] at large" (p. 336). Anthropological writers including Swartz and Jordan (1980) and Haviland (1981) also share this perspective.

Sander and Wiggins (1985) suggest that "the cultural dimension [of organizations] covers the philosophical, anthropological, biological, psychological, and sociological values and characteristics of people who participate in them" (p. 112). In other words, organizational culture is a system of abstractions and concrete manifestations and, as Peters and Waterman (1982) maintain, "shared values" (p. 75) that are prevalent among organizational members regarding the nature and purpose of the organization. Peters and Waterman (1982) also suggest that "excellent [organizations] are marked by very strong cultures, so strong that you either buy into their norms or get out" (p. 77).

According to Deal and Kennedy (1982), culture refers to the attitude within an organization that there is an "informal understanding of the way we do things around here" (p. 14). Not to be confused with organizational climate, which refers to human relationships prevalent within the workplace (Steers, 1977), organizational culture is the "well ordered set of beliefs and practices" within an organization (Deal and Kennedy, 1982, p. 9). In corporate organizations, organizational culture is evident through common value sharing and the existence of formal or informal rites and rituals, ceremonies, symbols, and a certain degree of hero worship.

Drawing mainly on research conducted in corporate organizations, Peters and Waterman (1982) and Deal and Kennedy (1982) argue that if ultimate organizational effectiveness is to be achieved, administrators should encourage and facilitate the development of cultures that are client oriented, and that, at the same time, provide for the aspirations of organizational members. As far as the authorities are concerned, if excellence in organizational performance is desired, then, as Peters and Waterman (1982) maintain, "a remarkably tight — culturally driven / controlled set of properties" (p. 320) must exist within the organization. These writers go on to suggest that "a set of shared values and rules about discipline, details, and execution can provide the framework" (p. 322) for individual autonomy and at the same time contribute to effectiveness and excellence.

If the findings of studies conducted in the corporate sector can be transferred to the human service domain, then the culture of those organizations might play a key role in determining their effectiveness. Writings by Renihan and Renihan (1984), Clark et al. (1984), Kottkamp (1984), McDaniel (1984), Sander and Wiggins (1985) and Owens

(1987) indicate that organizational culture characteristics such as a common sense of mission and value sharing are evident in effective educational organizations. It would seem reasonable, therefore, to consider the presence of certain aspects of organizational culture when assessing the effectiveness of the administrative operations of organizations such as school districts.

A school district, as a human service organization, may possess certain cultural elements that are distinct from those of other organizations, including other school districts. Members of different organizations are expected to possess beliefs, values, attitudes, and assumptions in the form of procedural and descriptive understandings (Swartz and Jordan, 1980) which are unique to the organization and which set it apart from other groups in the larger society. The administrators of school districts, like those in any organization, have potential for contributing to the development of this culture (Pettigrew, 1979; Swartz and Jordan, 1980; Haviland, 1981; Deal and Kennedy, 1982; Peters and Waterman, 1982; Beck and Moore, 1985; Schein, 1985). Because administrators are members of the larger society, their beliefs may not be totally foreign to other members of the organization. Organizational members, to some extent, come to hold the same beliefs, values, attitudes, assumptions, and sense of mission that their leaders possess. A common cultural heritage influences beliefs about the organization's mission and about how the organization should be administered.

Schall (1983) defines organizational culture as

> a relatively enduring interdependent symbolic system of values, beliefs and assumptions evolving from and imperfectly shared by interacting organizational members that allows them to explain, coordinate and evaluate behavior and to ascribe common meanings to stimuli encountered in the organizational context. (p. 557)

From this and other definitions (Pettigrew, 1979; Deal and Kennedy, 1982; Peters and Waterman, 1982; Pacanowsky and O'Donnel-Trujillo, 1982; Wilkins and Ouchi, 1983;

Kottkamp, 1984; Clark et al., 1984; Schein, 1985), it is clear that both anthropologists and organizational theorists share common understandings of the term "culture." All agree that the culture of a group comprises the beliefs, values, attitudes, and standards of behavior that are common to members of a group. These elements are shared by organizational members and are transmitted by formal and informal means.

An operational definition of organizational culture. A common conceptual element in both the anthropologists' and the organizational theorists' definitions of culture is that of beliefs. Thus, for the purpose of the present study organizational culture is operationally defined as the common beliefs about the administrative orientation of central office administrators and the educational orientation of a school district, which members of this organization hold and share.

CULTURE AND EFFECTIVENESS IN SCHOOLS AND SCHOOL DISTRICTS

Much of the research related to organizational culture and effectiveness undertaken in educational organizations has been focused on schools. While there are many studies of effective schools taking place in North American school districts, there are few that link organizational culture and administrative effectiveness. With the exception of the studies undertaken by Ratsoy and Miklos (1984) and Storey and Holt (1986), the researcher was not able to find studies similar to the present study. Storey and Holt (1986) also found that the literature on this topic was "relatively sparse" (p. 1).

The Ratsoy and Miklos study proved most valuable as a guide for the present study. These researchers identified and used five major effectiveness indicators in their study of administrative effectiveness in a medium-sized urban Alberta school district. However, they did not explore the organizational culture of this district.

Storey and Holt were chiefly concerned with the self-evaluation of a school board's performance. In developing a self-evaluation process for board trustees, these researchers identified eight operational areas: foundations and governance, educational program, students, liaison and communication, general administration, personnel, business operations, and facilities and services. Organizational culture, or the degree of attention focused on developing a school district culture, was not considered in their study.

Studies of school effectiveness have clearly identified a certain type of organizational culture as a contributing factor to effectiveness in schools, however. Numerous writers (Brookover et al., 1979; Rutter et al., 1979; Cohen, 1981; Grant, 1982; Purkey and Smith, 1982; Cohen, 1983; Haberman, 1983; Hass, 1983; Clark et al., 1984; Kottkamp, 1984; Levine, 1985; Murphy and Hallinger, 1985; Renihan and Renihan, 1984; Alpern, 1986; Shieve and Metivier, 1986; Whitford and Hovda, 1986; and Owens, 1987) have suggested that effectiveness in schools is characterized by shared values and culture. Whitford and Hovda (1986) suggest that "school leadership should emphasize key values and beliefs" (p. 22), in other words, culture. According to Murphy and Hallinger (1985), strong school cultural leadership promotes

> a clear sense of purpose, a core set of standards within a rich curriculum, high expectations, a commitment to educate each student as completely as possible, a special reason for each student to go to school, a safe [and] orderly learning environment, a sense of community, and resiliency and a problem-solving attitude. (p. 18)

Levine (1985) maintains that

> successful schools , like "excellent" companies, recognize the importance of the social structure of their organization and their dependence on the establishment of productive norms of behavior and a sense of commitment among the people who make up that organization. [Effective schools have] clearly defined missions; strong leadership; consistency among goals, instructional programs, and

> performance measures; a shared culture or set of values; continuous feedback; communication among faculty and between faculty and administration; and frequent measures of student performance. (p. 64)

Murphy et al. (1984) draw on effective schools research, practices of effective school districts and major national reports from the United States in offering a model for effectiveness in school districts. These writers maintain that school districts should

> 1. Clearly define the academic goals of the district and see that those expectations are widely distributed.
> 2. Establish consistency in the district's instructional practices and curriculum.
> 3. Develop and maintain a high degree of instructional and curricular expertise among district and site managers.
> 4. Develop and use a district wide system of monitoring student progress.
> 5. Develop mechanisms to increase the interdependence of staff around the philosophy, goals, and practices of the district.
> 6. Establish a district wide philosophy about student discipline and develop policies, practices, and staff development to have this point of view implemented in the schools. (pp. 13-14)

From the foregoing it is evident that effective schools research has led the way in establishing the groundwork for effectiveness research in other educational organizations. Many writers suggest that schools which possess a certain type of organizational culture are more effective than those that do not possess such attributes. Common beliefs about education and the education of children appear to permeate effective schools. These common beliefs, coupled with an ethic that considers the child as being at the center of the learning process and the basic reason for organizational existence, influence school effectiveness. Individuals who work within those organizations feel a sense of belonging, feel they are making a contribution to the overall success of the organization, take pride in their and the organization's work, and feel a sense of commitment to achieving the organization's goals. Because such organizational culture characteristics of school districts remain relatively unexplored the present study investigates this sense of community, belonging, and common beliefs in a school district.

MODELS TO GUIDE ASSESSMENTS OF EFFECTIVENESS

A review of models which can be used for program evaluation and organizational effectiveness assessments establishes the foundation for the conceptual framework of the study.

The State of the Art

As noted in the section on significance of the study in the first chapter, there is little consensus in the literature on organizational effectiveness models, on categories of effectiveness indicators, or on effectiveness descriptors, to guide concrete program and organizational assessments. A great deal of writing has been done in this area; however, few of the theoretical models have been tested. In addition, the scarcity of models to guide assessments in educational organizations is evident (Cameron and Whetten, 1983). Theorists themselves are the first to agree that the suitability of effectiveness models is very much dependent on the type of organization to be studied and the familiarity of evaluators with the scope and nature of the available frameworks. It may not be unreasonable to say that a certain amount of disagreement and misunderstanding may exist as to the most appropriate framework to use when conducting studies of this nature.

A single framework may not be appropriate; hence, using the available theoretical conceptualizations, researchers are faced with having to design models to meet specific purposes. Cameron and Whetten (1983) agree with this view when they suggest that the time has come "to develop frameworks for assessing effectiveness [rather than] to develop theories of effectiveness" (p. 267). In developing a model for the present study the literature on program evaluation and organizational effectiveness theory was reviewed.

Program Evaluation

House (1981) presents an overview of eight theoretical models that can be used in program evaluation activities and offers a comprehensive summary of the major approaches used in this area. He outlines the reference groups, assumptions, methodologies, outcomes, and some typical questions associated with each of the "systems analysis, behavioral objectives, decision-making, goal-free, art criticism, professional review, quasi-legal, [and] case study" (House, 1981, p. 23) approaches to program evaluation. Although these approaches are primarily directed at the evaluation of programs within organizations, there are some methodological commonalities with and similarities to the overall assessment of an organization's performance. The systems analysis and decision making methodologies have been most widely used by researchers to review the effectiveness of organizations of varying types and sizes.

The systems analysis approach. The systems analysis approach to organizational assessment is most commonly practised in government and corporate organizations where stringent requirements for equity and profitability exist. Studies of this nature use a variety of statistical, positivistic social science methodologies to measure the overall efficiency of an organization's operations. Planned program budgeting systems (PPBS), linear programming, and cost-benefit analysis are just a few of the measures applied to determine governmental and corporate equity, profitability, and efficiency. Rossi et al. (1979) suggest that evaluations of this nature are "as objective as possible" (p. 21) because, as House (1981) points out, they are "based on scientific evidence" (p. 25). Such evaluations are also said to be valid, reliable, and free from investigator bias, since they can be replicated easily by others. Organizational theorists including Scott (1981), Hoy and Miskel (1982), and Hoy and Ferguson (1985) acknowledge that such frameworks may have some utility for assessing aspects of organizational effectiveness.

The decision-making approach. The decision-making model for program evaluation bears some striking resemblances to approaches used in organizational effectiveness studies. Surveys, questionnaires, and interviews, the espoused methodological approaches of this model, are similar to research approaches used by Ratsoy and Miklos (1984) and the present study. Administrators are identified by House (1981) as the beneficiaries of this approach to program evaluation. Although the primary purpose of conducting this type of evaluation is to aid decision makers, the ultimate outcome is a concern for effectiveness. Stufflebeam (1973), the leading theorist in this area, proposes a context, input, process, product (CIPP) model for evaluation.

There are some similarities between methodological approaches to both program evaluation and organizational effectiveness studies. When conducting organizational effectiveness research, one would be unwise not to recognize the contribution of program evaluation theorists. However, a specific model or categories of effectiveness indicators from the program evaluation literature were not deemed applicable to the current study.

Organizational Effectiveness

There are essentially three general theoretical models for the assessment of organizational effectiveness presented in the literature: the goals approach, the systems approach, and the combined goals and systems approach.

The goals approach. Writers such as Etzioni (1964), Steers (1977), and Hall (1980) support the notion of a goals approach to the assessment of organizational effectiveness. Using this approach, organizations are, as Hoy and Miskel (1982) suggest, deemed "effective if the observable outcomes of [their] activities meet or exceed [their] organizational goals" (p. 320). This model implies that the organization's goals are established, rational aims, which administrators have in mind and which are concretely defined so that all participants understand them and have the ability to achieve them.

When using this model, a researcher examines only organizational outcomes and attempts to determine whether the stated organizational aims are achieved. Scott (1981) maintains that "the criteria emphasized focus on the number and quality of outputs and the economies realized in transforming inputs to outputs" (p. 319). As an illustration, manufacturing companies focus on the number of products produced during a certain period and relate this number to cost effectiveness (Scott, 1981). Thus, when using this approach, an educational organization might be concerned with the relationship between the number of successful students and overall cost.

Focusing on goals may not be entirely satisfactory in undertaking comprehensive organizational assessments. Using goal attainment as the only criterion does not allow an examination of the processes by which goals are achieved. An organization may be effective at goal achievement but less effective in dealing with organizational members. Therefore, in examining the administrative operations and the organizational culture of a school district, the goals approach alone would not be entirely suitable. An assessment of certain aspects of administrative effectiveness and organizational culture requires a multiple-criteria approach; an examination of only the extent to which goals are achieved would not suffice.

The systems approach. Another method of organizational effectiveness assessment discussed in the literature is the systems approach advocated by Campbell (1977) and others. In this approach, the organization is viewed as being chiefly concerned with survival and growth in a competitive environment (Hoy and Ferguson, 1985). In order to assess organizational performance accurately, the open system nature of the organization should be considered. Hoy and Miskel (1982) suggest that this system consists of "organizational, individual, and group dimensions and feedback loops" (p. 323). Hoy and Ferguson (1985) maintain that when using this approach, an investigator attempts to assess "the internal consistency of the organization, the efficiency of use of its resources, the success of its coping mechanisms, and its ability to compete with others for resources" (p. 120). Rather than considering only one aspect of an organization's functioning, the systems approach advocates encompassing a broader framework because many organizational variables have an impact on the effectiveness of any given organization's performance.

The study of organizational culture requires multiple-criteria considerations. Thus the systems approach, with its open characteristics, would be most appropriate. However, goals are considered to be important contributors to organizational culture and critical as administrative effectiveness determinants. Hence, an approach to the study of administrative operations and organizational culture whereby goals as well as other aspects could be considered is most desirable. The result is a model that combines the goals and systems approaches to explore certain aspects of the administrative operations and the organizational culture of a school district.

An eclectic approach. A combined goals and systems approach to the study of organizational effectiveness is supported by writers such as Mott (1972), Siepert and Likert (1973), Campbell (1977), Dessler (1980), Lawler et al. (1980), Van De Ven and Ferry (1980), Hoy and Miskel (1982), Miskel (1982), Cameron and Whetten (1983), Ratsoy (1983), Ratsoy and Miklos (1984), and Hoy and Ferguson (1985). This approach has been used by Hoy and Ferguson (1985), who found it to be a valuable "step in developing and refining a comprehensive framework for assessing organizational effectiveness" (p. 131) in educational organizations.

Ratsoy's (1983) framework consists of five major categories of organizational effectiveness indicators: goals, other outcome measures, personnel characteristics, organizational variables, and environmental variables. Inherent in this approach is the notion that the organization possesses open systems characteristics, and in this context the organization directs its attention to achieving its basic goals. Organizational goals are achieved in a complex and turbulent environment where many factors, acting both independently and together, have an impact on the final outcomes. Although goals are viewed as being of great significance, their achievement is dependent on the harmonious synchronization of all organizational aspects. If one component of an organization is not performing adequately, or as actively as others, then ultimate goal achievement will be difficult, if not impossible. Inherent in this approach is the belief that a truly effective organization is one in which all aspects or components are "in sync" and are working toward common organizational aims.

The combined goals and systems approach was adopted as the conceptual basis of this study.

SUMMARY OF THE CHAPTER

In this chapter an overview of the literature related to the concepts of anthropological and organizational culture, school and school district culture and effectiveness, and models to guide assessments of effectiveness has been presented. An operational definition of culture, which guided the study, was also advanced.

The concept of societal and organizational culture is not new; however, in recent years it has come to the forefront in organizational research as worthy of consideration by those involved in the study of organizational effectiveness. This is particularly true of those who seek to improve the quality of educational organizations.

To delimit the scope of the research undertaken in the present study, culture was operationally defined as the common beliefs about the administrative orientation of central office administrators and the educational orientation of a school district, which the members of this organization hold and share. Because of the exploratory nature of the present study, other aspects of culture including symbols, values, attitudes, assumptions, conceptual designs, standards of behavior, knowledge, law, morals, symbols, and motives were not directly addressed.

Longtime advocates of school effectiveness suggest that certain organizational cultural phenomena exist in excellent schools. A strong set of beliefs and values regarding the nature and purpose of education, a sense of community, and feelings of support and belonging are said to characterize effective schools. However, the available research on the operation of school districts has not examined the presence of organizational culture characteristics in this type of organization.

The literature on program evaluation and organizational effectiveness reflects the degree to which researchers and theorists perceive the need for frameworks to guide effectiveness assessments; nevertheless, they continue to speculate on categories and descriptors of effectiveness criteria. The result is a field open to the infusion of new ideas and approaches, a research area conducive to much exploration and conjecture.

An eclectic framework of organizational effectiveness variables was viewed by the researcher as an appropriate model for the study of the administrative operations and the organizational culture of a school district. When a school district is considered as an open systems organization, all operational aspects need to be considered in exploring aspects of its administrative operations and organizational culture. Thus, goals, organizational variables, personnel characteristics, environmental variables, and relevant outcome measures need to be considered in the form of inputs to obtain effective performance outputs. That is to say, all aspects of a school district's operations, as they relate to the organizational effectiveness and the organizational culture of the district, should be considered in a comprehensive examination of an organization of this nature.

Using organizational effectiveness theory and effective schools and corporate excellence literature as a basis, this study used an eclectic framework to conceptualize certain aspects of the administrative operations and the organizational culture of a school district. This conceptual framework is presented in the next chapter.

Chapter 3

CONCEPTUAL FRAMEWORK

This chapter outlines the conceptual framework adopted for the current study, the underpinnings of which can be found in the literature on organizational theory, organizational effectiveness theory, school and school district effectiveness, and to some extent, program evaluation.

For the purpose of this study the school district, as a human service organization, was viewed as a functional, formal entity constructed to serve a particular societal need. As such, this type of organization is established to provide for the learning needs of children and youth. By its very nature a school district possesses what Ratsoy (1983) refers to as "open systems characteristics" (p. 4) and attempts to achieve its goals in this context. The organization was seen as interacting in a dynamic fashion with its environment. It was assumed that the organization's culture is influenced by these environmental forces as well as by its organizational goals — official, operative, and operational; by certain organizational variables — climate, structure, and technology; and by the characteristics of its personnel — administrative behavior, knowledge, and professionalism. Relevant outcome measures include satisfaction, absenteeism, and adaptability.

A FRAMEWORK OF INDICATORS

The framework (Figure 3.1) used in the study considered environmental variables, organizational goals, outcome measures, organizational variables, and personnel characteristics. Since comprehensive assessments of the administrative operations of educational organizations may not be feasible, or even desirable, in all cases, Ratsoy

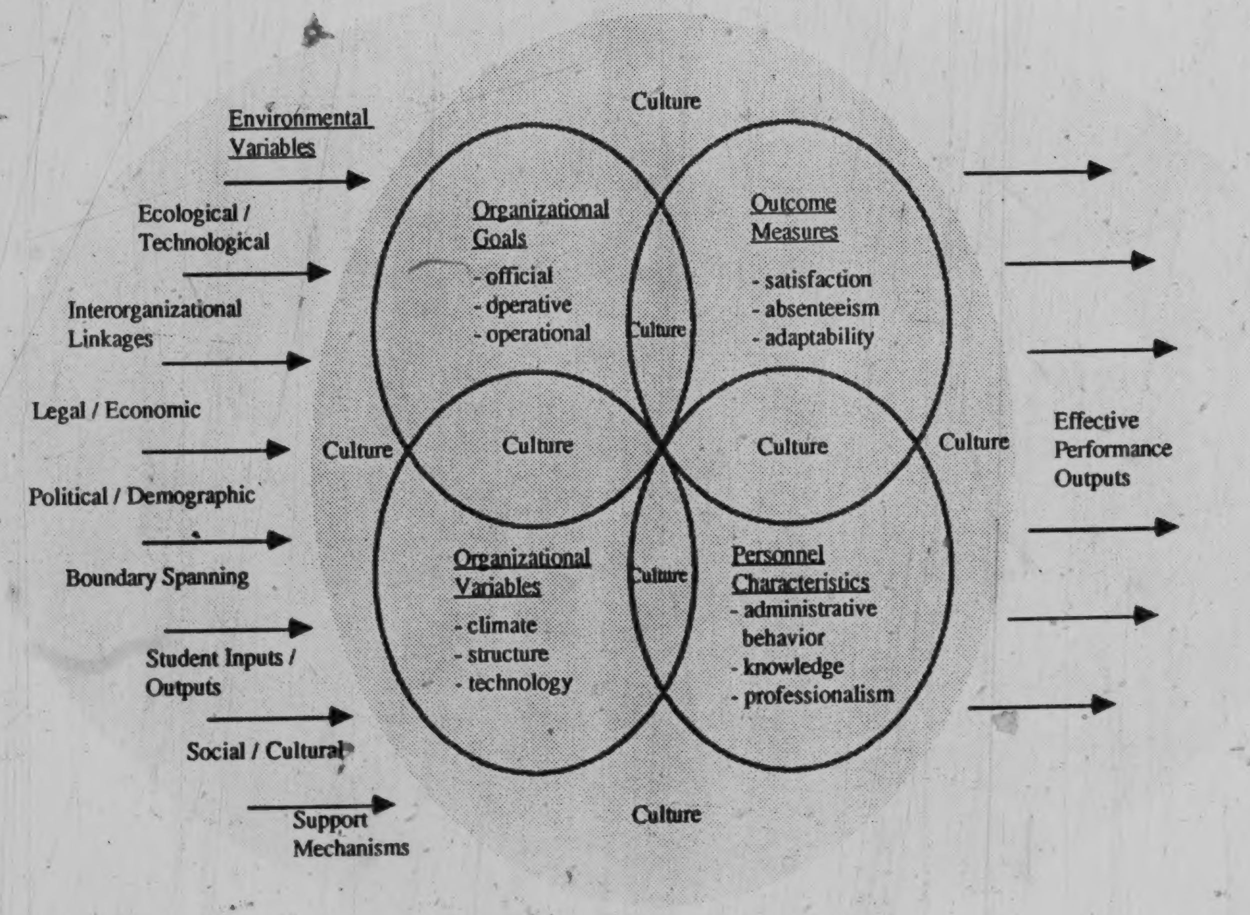
Environmental Variables
Ecological / Technological
Interorganizational Linkages
Legal / Economic
Political / Demographic
Boundary Spanning
Student Inputs / Outputs
Social / Cultural
Support Mechanisms
Culture
Organizational Goals
- official
- operative
- operational
Outcome Measures
- satisfaction
- absenteeism
- adaptability
Organizational Variables
- climate
- structure
- technology
Personnel Characteristics
- administrative behavior
- knowledge
- professionalism
Effective Performance Outputs

Figure 3.1. A Framework of Organizational Effectiveness Indicators

(1983) offers a checklist of organizational effectiveness categories and indicators (Table 3.1) to assist those considering such studies. This list was used to assist in conceptualizing the particular effectiveness indicators to be explored, in order to establish the scope of the research.

All facets of a district's operations revolve around basic administrative operations and processes, and a comprehensive approach would assess all categories of variables outlined in Table 3.1. However, since this study was exploratory in nature, only selected aspects from the conceptual framework were explored. That is, only organizational goals in the form of operative administrative goals, personnel characteristics in the form of administrative behavior, organizational structure, outcome measures in the form of member satisfaction with organizational climate, organizational culture, and turbulence defined as environmental change, were examined.

Organizational Goals

The achievement of goals is central to an organization's performance. Goals are viewed as the fundamental reasons for an organization's existence; they provide structure, govern processes, and permeate the total organizational framework (Perrow, 1972; Litterer, 1973; Lawler et al., 1980). Lawler et al. (1980) state "in organizations goals are employed in at least three ways: to motivate people, to provide direction and set constraints on behavior, and to provide criteria for appraising selected aspects of organizational functioning" (p. 550). By their very nature goals influence the culture of the organization, the common mission that members possess. Hence, the importance of goals should not be overlooked in studying the administrative operations and the organizational culture of an organization.

Three common types of organizational goals are discussed in the literature: official

Table 3.1

A Checklist of Organizational Effectiveness Categories and Indicators

Effectiveness Categories	Effectiveness Indicators
Goals	Official Operative
Other Outcomes	Satisfaction Absenteeism Adaptability
Personnel Characteristics	Professionalism Attachment Knowledge Motives Administrative Behavior
Organizational Variables	Technology Organizational Structure Organizational Climate Organizational Culture*
Environmental Variables	Boundary Spanning Interorganizational Linkages Environmental Turbulence Financial Support Student Inputs/Outputs

Source: Ratsoy (1983, p. 5)

* Not included in Ratsoy's (1983) checklist but considered a valid organizational effectiveness indicator for this study.

goals, operative goals, and operational goals. According to Hoy and Miskel (1982) official goals are the "formal statement of purpose by the [school board] concerning the nature of [its] mission" (p. 321). In many instances such goals take the form of general philosophical statements regarding the purposes, value and importance of education, and vague descriptions of how and why the board will go about providing services. Operative goals, as Hoy and Miskel (1982) suggest, are statements that "mirror the actual tasks and activities performed in the [school district] irrespective of what it claims to be doing" (p. 321). These goals are not radically different from official goals. As Litterer (1973) suggests, "they may differ only in degree of specificity" (p. 318). Operational goals are defined by Hoy and Miskel (1982) as goals that "carry with them approved criteria and evaluation procedures that clearly delineate how the levels of accomplishment [within the organization] will be measured" (p. 321).

Since the present study was concerned with examining the administrative operations and describing the organizational culture of a school district, and since the focus was on central office administrators, operative goals were considered to be of most significance. In this context, operative goals were defined as the specific tasks performed by central office administrators in attempting to achieve the official organizational goals. According to Ratsoy and Miklos (1985a), these tasks are activities which are "generally considered to be a responsibility of administrators at the . . . district level" (p. 9). In the present study these goals were assessed by examining certain duties that central office administrators perform in relation to goals associated with the educational program, pupil personnel, staff personnel, community relationships, physical facilities, educational finance, and organizational maintenance. In addition, the practices of central office administrators and the school board as they relate to these goal areas were also examined.

The achievement of organizational goals remains the single most important criterion in determining levels of effectiveness (Keeley, 1984). However, the manner in which these goals are achieved and factors such as environmental variables and other organizational characteristics which act to constrain and enhance goal achievement, are also imperative considerations when examining overall administrative effectiveness. The questionnaire designed to gather data in the present study examined only selected operative administrative goals. However, certain elements of the district's official goals were examined in the interviews.

Outcome Measures

Organizational effectiveness indicators including satisfaction, adaptability, absenteeism, and compliance of members have been put forth by writers such as Mott (1972), Becker and Neuhauser (1975), Steers (1977), Cameron (1978), Lawler et al. (1980), Hoy and Miskel (1982), Ratsoy (1983), Ratsoy and Miklos (1984), and Hoy and Ferguson (1985). As mentioned in the previous section, many factors must be considered when one attempts to examine the administration and the organizational culture of an organization. In order for an educational organization such as a school district to be perceived by its members as effective, the general contention in the literature is that the organization's members should be reasonably satisfied and comfortable with their individual work situations. Therefore, the amount of attention administrators in the organization give to assisting individual members and groups in achieving their potential could be an important indicator of administrative effectiveness and of the organization's culture.

The outcome measure examined by the current study was the level of member satisfaction with the organizational climate of the district. Both components of the questionnaire were designed so that respondents could provide data relating to their level of satisfaction with the district's organizational climate and general administrative operations. Part D of Form A and four open-ended questions in Form A (see Appendix A) were designed to examine the satisfaction of board members, central office administrators, and certificated staff with the organizational work climate of the district. Form B of the questionnaire (see Appendix A) was designed primarily to give noncertificated personnel the opportunity to indicate their level of satisfaction with work and working conditions in the district.

Personnel Characteristics

The characteristics of the individuals who make up an organization are a critical factor for consideration in any organizational effectiveness and organizational culture study. Steers (1977), Kelly (1980), Lawler et al. (1980), Scott (1981), Schein (1983), Grey (1982), Hoy and Miskel (1982), Moss Kanter (1983), Clark et al. (1984), Miller and Sparks (1984), Ratsoy (1984), Renihan and Renihan (1984), Murphy et al. (1985), Greenfield (1985), and others, maintain that levels of professionalism, personal motives, desires, values and beliefs, knowledge and intelligence, style, attachment, needs, and communication skills are just some of the characteristics of organizational members that influence effectiveness and organizational culture.

Writers such as Grey (1982) and Greenfield (1985) indicate that individual personnel characteristics are the most important factors in determining overall organizational success. These writers contend that individuals are at the center of the organizational spectrum; thus, organizational effectiveness may be highly dependent upon their individual characteristics and the functions they perform. That is, if the individual needs of organizational members are not being met, or if their needs differ from those of the organization, the organization will experience difficulty in achieving its aims.

The specific aspect of personnel characteristics examined in the present study was that of administrative behavior. Mintzberg (1973) identified ten specific administrative roles that describe the behavior of individuals such as school district administrators (Table 3.2). The items pertaining to administrative behavior in the questionnaire were designed to correspond with the ten specific administrative roles of figurehead, leader, liaison, monitor, disseminator, spokesperson, entrepreneur, disturbance handler, resource allocator, and negotiator. Much of the literature on organizational culture views the administrator as a cultural leader (Kottkamp, 1984). The extent to which the specific roles relate to this cultural leadership was also explored in the study.

Organizational Variables

Concepts of organizational climate, organizational culture, organizational structure, and organizational technology are cited in the literature as important aspects for examination in a comprehensive approach to the assessment of organizational performance. In this study information was collected on member satisfaction with organizational climate, the organizational structure, and the organizational culture of a school district.

Organizational climate. Steers (1977) defines organizational climate as "the perceived properties or characteristics found in the work environment that result largely from actions taken consciously or unconsciously by an organization and that presumably affect subsequent behavior" (p. 101). Many aspects of an organization's functioning influence climate. These include goals, personnel attributes, culture, structure, technology, forces in the external environment and, as Steers (1977) suggests, "managerial policies and practices" (p. 103).

In a study similar to that undertaken here, Ratsoy and Miklos (1984) included climate

Table 3.2

Categories of Roles, Activities, and Specific Administrative Roles

Role Group	Activities	Specific Roles
Interpersonal	Relating to others both inside and outside the organization	Figurehead Leader Liaison
Informational	Receiving and disseminating information	Monitor Disseminator Spokesperson
Decisional	Making significant decisions and defining decision strategies for others	Entrepreneur Disturbance Handler Resource Allocator Negotiator

Source: Mintzberg (1973)

items related to respect, trust, morale, opportunity for input, academic and social growth, cohesiveness, renewal, and caring. The current study examined all of these except academic and social growth. Administrators and other members of the district were asked to indicate their degree of satisfaction with items related to these variables and their general degree of satisfaction with work and working conditions in the district.

The distinction between what is deemed to be organizational climate and what is said to be organizational culture remains less than clearly defined in the literature. In the present study, organizational climate was viewed as a variable that influences organizational culture.

Organizational culture. As indicated earlier, the concept of organizational culture as it relates to effectiveness is widely debated by authorities on organizational theory and corporate success. The questionnaires used in this study were designed to uncover the beliefs of respondents about the administrative orientation of central office administrators and the educational orientation of the district. Data was collected using a structured interview schedule (Appendix B) which was designed to incorporate the eight basic principles identified by Peters and Waterman (1982) for fostering effective corporate cultures, and the Murphy et al. (1984) "blueprint" for effectiveness in school districts.

Peters and Waterman suggest that the culture of "excellent" corporate organizations are infused with the notions of

1. A bias for action: a preference for doing something — anything — rather than sending a question through cycles and cycles of analysis and committee reports.
2. Staying close to the customer — learning his preferences and catering to them.
3. Autonomy and entrepreneurship — breaking the corporation into small companies and encouraging them to think independently and competitively.
4. Productivity through people — creating in all employees the awareness that their best efforts are essential and that they will share in the rewards of the company's success.

> 5. Hands-on, value driven — insisting that executives keep in touch with the firm's essential business.
>
> 6. Stick to the knitting — remaining with the business the company knows best.
>
> 7. Simple form, lean staff — few administrative layers, few people at the upper levels.
>
> 8. Simultaneous loose-tight properties — fostering a climate where there is dedication to the central values of the company combined with tolerance for all employees who accept those values. (1982, p. i)

These propositions served as a guide in developing interview questions to explore the beliefs of district members about the administrative orientation of central office administrators.

The Murphy et al. (1984, p. 13) "blueprint" for effectiveness in school districts guided the development of interview questions related to the beliefs of district members about the educational orientation of the district. These writers suggest that in effective school districts there should be evidence of

> 1. Clearly defined academic goals and an emphasis on seeing that those expectations are widely distributed and followed.
>
> 2. Consistency in the district's instructional practices and curriculum.
>
> 3. A high degree of instructional and curricular expertise among district and site managers.
>
> 4. A district wide system of monitoring student progress.
>
> 5. Mechanisms to increase the interdependence of staff around the philosophy, goals, and practices of the district.
>
> 6. A district wide philosophy about student discipline policies, practices, and staff development to have this point of view implemented in the schools. (Murphy et al., 1984, pp. 13-14)

Organizational structure. The concept of organizational structure is greatly debated in the literature. Structure is defined by Steers (1977) as "the manner in which an organization organizes its human resources for goal directed activity" (p. 59). According to Steers (1977), some illustrations of this concept include the degree of "decentralization or centralization of authority and power, the degree of formalization, the amount of functional specialization" (p. 59), and organizational size. March and Simon (1963) say that "organizational structure consists simply of those aspects of the pattern of behavior in [an] organization that are relatively stable and that change only slowly" (p. 170).

In examining the administrative operations and describing the organizational culture of a school district, it was imperative that organizational structure be studied because it is fundamental to the very nature of the organization. March and Simon (1963), Etzioni (1964), Perrow (1972), Litterer (1973), Steers (1977), Dessler (1980), Van De Ven and Ferry (1980), Scott (1981), Burrell and Morgan (1982), Peters and Waterman (1982), Moss Kanter (1983), Ratsoy (1983), Burton and Obel (1984), and others, view the structure of an organization as a contributing to organizational effectiveness and organizational culture. The level of effectiveness evident in any organization is said to be directly related to the structure of the organization. In addition, anthropologists argue that the structure of an organization helps determine its culture. These considerations led to the inclusion of organizational structure as an aspect of the administrative operations and the organizational culture of the school district.

Ratsoy and Miklos (1984) examined formalization, specialization, centralization, standardization, hierarchy, rationality, differentiation, temporary systems, and support staff in relation to the concept of organizational structure. For the purpose of the current study, the structure component of the questionnaire was compressed into three subsections: bureaucratization, administrative operations, and decision making strategies.

Environmental Variables

The concept of organizational environment is debated by writers such as March and Simon (1963), Perrow (1972), Litterer (1973), Becker and Neuhauser (1975), Steers (1977), Lawler et al. (1980), Van De Ven and Ferry (1980), Scott (1981), Burrell and Morgan (1982), and Ratsoy (1984). An organization may be viewed as functioning in a dual environmental setting: the internal environment created by the organization itself, and an environment external to the organization. When viewing the organization as an open system, one must consider the forces in the external environment that act both to constrain and to enhance the administrative operations and the culture of the organization.

Unlike private-sector organizations, which are largely regulated by the principle of supply and demand, educational organizations such as school districts are influenced by a multitude of environmental forces. The administrative operations and the organizational culture of a school district are, to some degree, influenced by external forces (Kottkamp, 1985; Peters and Austin 1985; Beck and Moore, 1985). The boundaries of this type of organization are literally coterminous with the population it serves. In some respects, the physical characteristics of a jurisdiction are susceptible to fluctuations in regional or municipal demographics. School districts are state organizations in that they are established, legally governed, and supported by the state. At the same time, these organizations are administered by a locally elected and/or appointed board of trustees who represent the needs of the community or geographical region they serve. Hence, school districts by their very nature are vulnerable to the political, economic, legal, ecological, demographic, cultural, and social activity in their immediate external environment.

A number of concepts related to environmental variables are presented in the conceptual framework (Figure 3.1) of the present study. These include boundary spanning, interorganizational linkages, environmental turbulence, financial support, and student inputs/outputs. The current study focused on the variable of environmental turbulence and, specifically, the concept of environmental change.

A variety of items relating to environmental change were examined. This particular concept was isolated for use because it was viewed as an area where the responsiveness of central office administrators was considered to be important to the administrative effectiveness of the district. Some writers suggest that environmental forces both within and outside the organization help to determine the culture of an organization (Deal and Kennedy, 1982; Peters and Waterman, 1982; Kottkamp, 1985; Peters and Austin, 1985; Beck and Moore, 1985). Therefore, how well central office administrators accommodate and manage change was considered to be an indication of the type of organizational culture of the district.

SUMMARY OF THE CHAPTER

In this chapter the conceptual framework adopted for the study has been outlined. The effectiveness categories of organizational goals, outcome measures, personnel characteristics, organizational variables, and environmental variables were deemed to be representative of organizational effectiveness criteria and thus were included for examination. In addition, the specific effectiveness indicators and descriptors selected for use were well documented in the literature as areas to be reviewed in exploring the administrative operations and the organizational culture of an organization. A school district as an open system was viewed as the type of organization that could be examined using the aspects of administrative operations and organizational culture outlined here.

To undertake a truly comprehensive assessment was not desirable or even possible. Therefore, the study was delimited to selected variables focusing on the central office administrative operations of the district. Thus only operative central office administrative goals, member satisfaction with organizational climate, central office administrative behavior, organizational structure, organizational climate, organizational culture, and environmental turbulence defined as change, were considered.

Chapter 4

RESEARCH DESIGN, INSTRUMENTATION, AND METHODOLOGY

The data collection and analysis procedures used in this study are described under the major headings of research design, research instrumentation, and research methodology. The first section of this chapter outlines the nature of the study and the research questions associated with the two general questions of the study. Section two contains a description of the instrumentation used and a discussion of authenticity and objectivity. In the third section matters related to gaining access, specific procedures used in data collection and analysis, and the approach taken to present the findings are chronicled.

RESEARCH DESIGN

The Nature of The Study

This study was designed to be both descriptive and exploratory. Major emphasis was placed on factors judged to be relevant to the assessment of administrative and organizational effectiveness in educational organizations. Quantitative and, to some extent, qualitative data sources were used as a basis for describing the administrative operations and organizational culture of a district. In this regard the study identified the extent to which certain characteristics of the administrative operations and the organizational culture of the district were preferred and perceived to be present. The study was exploratory in that it was designed to test a particular approach to examining the administrative effectiveness and the organizational culture of educational organizations. That is, it researched an approach to organizational assessment that might be useful to those involved in the study and practice of educational administration.

Research Questions

To explore the administration and the organizational culture of a school district within an organizational effectiveness framework answers were sought to two general questions. For purposes of data analysis, these general questions were subsequently divided into 7 research questions.

General Question 1: What are the characteristics of selected aspects of administrative operations in the district? To answer this question five research questions were posed:

1.1 What perceptions do administrators and certificated staff have of central office administrative goals and practices?

1.2 What perceptions do administrators and certificated staff have of the administrative behavior and performance of central office administrators?

1.3 What perceptions do administrators and certificated staff have of the organizational structure of the district?

1.4 What perceptions do administrators, certificated staff, and noncertificated staff have of the organizational climate of the district?

1.5 What perceptions do administrators and certificated staff have of the district's ability to adapt to environmental changes?

General Question 2: What are the characteristics of selected aspects of the organizational culture of the district? Two research questions emerged to address this question:

2.1 What beliefs do administrators and certificated staff hold about the administrative orientation of central office administrators?

2.2 What beliefs do administrators and certificated staff hold about the educational orientation of the district?

To address the preceding questions, data were collected in two phases using a questionnaire and an interview format. Details regarding the questionnaire, the interview procedure, and the phases of the study are presented in the next two sections of this chapter.

RESEARCH INSTRUMENTATION

In keeping with the nature and purpose of this study, questionnaires and interviews were used to collect data, and concerns relating to the authenticity and objectivity of these procedures were addressed.

The Instruments

Two types of data were collected. Quantitative data were obtained by means of fixed response items in the questionnaire (Inventory of School District Operations, Appendix A). Qualitative data were collected by means of open-ended questions in the questionnaire and by means of structured interviews (Organizational Culture Inventory, Appendix B).

Inventory of school district operations. According to Lawler et al. (1980), the questionnaire is appropriate and logical for use in organizational effectiveness studies because "it allows simultaneous data collection from multiple people in an organization" (p. 331). They went on to suggest that "a single questionnaire can be used to obtain a large amount of data from an individual, covering a whole range of topics and issues" (p. 332). By using the original Inventory of School District Operations to study a medium-sized urban school district in Alberta, Ratsoy and Miklos (1985a) concluded that "data about the operation of school districts can be obtained" (p. 55) by using a procedure of this nature.

Open-ended questions were included in the questionnaire. The use of such questions is defended by Bogdan and Biklen (1982), who maintain that this approach "allows the subjects to answer from their own frame of reference" (p. 2). Although the open-ended questions that comprised sections of the Inventory of School District Operations referred to specific aspects of administrative operations, subjects were expected to respond from a personal perspective. This form of questioning is also supported by Lawler et al. (1980) and by Ratsoy and Miklos (1985a).

The questionnaire used in the study (see Appendix A) were modified forms of the Inventory of School District Operations. The two forms of the questionnaire contained in this inventory, Form A and Form B, were designed to collect information on various aspects of administrative and organizational operations.

Form A of the questionnaire was designed to collect information from school board members, central office administrators, district level program coordinators, principals, vice-principals, and selected teachers about a variety of organizational variables. This questionnaire comprised six sections relating to administrative goals, administrative behavior, organizational structure, organizational climate, adaptation to environmental changes, information about the respondent, and general questions.

In the sections of the questionnaire dealing with administrative goals, administrative behavior, organizational structure, and adaptation to environmental changes, respondents were asked to indicate their perceptions of the extent to which each of the items mentioned was characteristic of administrative operations in the district and the extent to which the items mentioned should be characteristic of the district's operations. Respondents recorded their responses on a two-part Likert-type scale ranging from 7 for very high/always, to 1 for very low/never. In the section on organizational climate, respondents used a one-part scale similar to that mentioned above to record their degree of satisfaction with various aspects of work and working conditions in the district.

The section requesting information about the respondents asked them to indicate their position in the district, the number of years they had held this position, and the number of years they had been associated with the district. The general questions component was made up of 14 questions. Respondents were provided with space to answer the questions from their own perspective. Specifics regarding each section of the Form A questionnaire are contained in Tables 1 through 6 of Appendix C.

Form B, a shortened version of Form A, was designed to collect information on the satisfaction of noncertificated personnel with the administrative operations and processes of the district. It was administered to clerical and secretarial staff at both the district and school levels. This form of the questionnaire comprised four sections: general administration, personnel relations, general questions, and information about the respondent.

In the general administration and personnel relations sections, a one-part scale ranging from 7 for very high, to 1 for very low, was provided on which respondents were asked to indicate their degree of satisfaction with various aspects of their work and working conditions in the district. The general questions component comprised three questions relating to the respondents' degree of satisfaction with work and working conditions in the district. In the section on information about the respondent, they were asked to indicate their position in the district, the number of years they had held this position, and the number of years they had been associated with the district.

Organizational culture inventory. Interviewing is primarily a qualitative data collection strategy. Lawler et al. (1980), Guba and Lincoln (1981), Bogdan and Biklen

(1982), and others support the use of interviews as a reliable and effective means of data collection, especially when they are employed with other methods. In this study interviews were used to collect data on the beliefs that administrators and other district members held about the administrative orientation of central office administrators and the educational orientation of the district. This process was used to develop, as Bogdan and Biklen (1982, p. 139) suggest, "an understanding of the subject's perspective" about the extent to which certain characteristics of the organizational culture of the district were preferred and perceived to be present.

The structured interview format used for this study included seventeen questions subdivided into four categories. Question 1 requested basic information on the length of the respondents' association with the district, the positions they had held, their present positions, and the length of time in their present positions. Questions 2 to 9 each consisted of two parts. On a two-part five-point scale ranging from 1 for not at all, to 5 for very great extent, respondents were asked to respond to questions about certain aspects of the administrative orientation of central office administrators. Questions 10 to 16 also consisted of two parts each. Using the same scale, respondents provided information about aspects of the educational orientation of the district. Question 17 was an open question. Respondents were free to comment on any aspect of district's administrative operations. Additional information about the interview schedule is presented in Table 7 of Appendix C.

A pilot test of the interview schedule was conducted with three administrators in a rural school district and two graduate students in the Department of Educational Administration at the University of Alberta. This provided the researcher with the opportunity to refine interviewing techniques as well as to effect minor revisions prior to official data collection.

Authenticity

In undertaking any type of research activity, whether it be purely qualitative, purely quantitative, or a combination of both, one must address issues of reliability, validity, and objectivity. Writers in both the rationalistic and naturalistic modes of inquiry, including Campbell and Stanley (1963), Harty (1979), Kerlinger (1973), Lawler et al. (1980), Guba and Lincoln (1981), Ary et al. (1985), LeCompte and Goetz (1982), and Bogdan and Biklen (1983), have addressed these problematic research issues. The recommendations of those writers and others, including the original developers of the Inventory of School District Operations (Ratsoy and Miklos, 1985a), were followed to ensure an acceptable level of reliability, validity, and objectivity in the research findings.

Reliability. Kerlinger (1973), refers to reliability as "the accuracy or precision of a measuring instrument" (p. 443). He maintains that it is concerned with the "dependability, stability, consistency and predictability" (Kerlinger, 1973, p. 442) of instruments in repeated tests. LeCompte and Goetz (1982) maintain that "reliability is concerned with the replicability of scientific findings" (p. 32). Lawler et al. (1980), in stressing the critical importance of this concept, further state that without reliability, "measures may reflect error variance rather than the real state of the situation being studied" (p. 322).

Reliability coefficients. The reliability of the procedures used in this study was determined by assessing the ability of the instruments to collect consistent, dependable, and predictable data in the school district under study. The Cronbach Alpha and a Guttman Split-half (odd/even split) were performed to assess the internal reliability of both forms of the questionnaire. Because the interview schedule was highly structured, these same measures were applied to it.

Reliability coefficients for both the questionnaire and the interview guide are outlined in Table 4.1. This table shows that while most sections of the instruments were highly reliable, low reliability coefficients were obtained for Part A of Form B and the "preferred" section of the interview schedule (items 2B to 15B). A reliability coefficient of .80 or greater has been deemed acceptable in most research studies. However, Ary et al. (1985) maintain that

> the degree of reliability needed in a measure depends to a great extent on the use that is made of the results. If the measurement results are to be used for making a decision about a group or even for research purposes; a lower reliability coefficient (in the range of .30 to .50) might be acceptable. But if the results are to be used as a basis for making decisions about individuals, especially important or irreversible decisions, only instruments with the highest reliability are acceptable. (p. 237)

Borg and Gall (1983) state that

> Reliability coefficients vary between values of .00 and 1.00, with 1.00 indicating perfect reliability . . . . The more closely a reliability coefficient is to the value of 1.00, the more the test is free of error variance and is a measure of the true differences among persons in the dimensions assessed by the test. (p. 283)

The low reliability coefficients obtained for Part A of Form B and the "preferred" section of the interview schedule (items 2B to 15B) could be attributed to a number of causes. The items in Part A of Form B related to various aspects of the general administration of the district; thus, it could be that these items meant different things to the different respondents. Therefore, the lack of internal consistency among the items in this section was, perhaps, a contributing factor to the low reliability coefficients. Nevertheless, Ary et al. (1985) imply that reliability coefficients of the type obtained for this part of the questionnaire are acceptable for the kind of research undertaken in the present study.

The low range in the responses to the questions contained in the "preferred" section of the interview schedule (items 2B to 15B) may have caused this reliability coefficient to be

Table 4.1

Questionnaire and Interview Schedule Reliability Coefficients

Instrument	Section	Alpha	Split-half
Questionnaire - Form A	Part A - Actual	0.90	0.93
	Part A - Preferred	0.93	0.96
	Part B - Actual	0.93	0.95
	Part B - Preferred	0.94	0.94
	Part C - Actual	0.87	0.89
	Part C - Preferred	0.90	0.94
	Part D - Satisfaction	0.95	0.97
	Part E - Importance	0.94	0.96
	Part E - Priority Being Given	0.95	0.97
Questionnaire - Form B	Part A - General Administration	0.64	0.67
	Part B - Personnel Relations	0.98	0.98
Interview Schedule	Actual (Items 2A - 15A)	0.86	0.86
	Preferred (Items 2B - 15B)	0.22	0.38

low. According to Ary et al. (1985), "the reliability coefficient increases as the spread or heterogeneity of the subjects who take the test increases. Conversely, the more homogeneous the group is with respect to the trait being measured, the lower will be the reliability coefficient" (p. 236). On the five-point scale of the "preferred" section in the interview schedule, responses ranged from a mean of 3.63 to a mean of 4.54. This lack of heterogeneity was viewed as contributing to the low reliability coefficient obtained for this section.

Validity. The validity of a measuring instrument is, as Ary et al. (1985) state, "concerned with the extent to which an instrument measures what one thinks it is measuring" (p. 213). Campbell and Stanley (1963), Kerlinger (1973), and Lawler et al. (1980) concur with this definition. In the present study the question of validity can arise respecting content validity, construct validity, and the external validity of the research design and the findings.

Ary et al. (1985) suggest that "content validity refers to the extent to which the instrument represents the content of interest" (p. 214). That is, the extent to which the variables generated and tested genuinely portray the actual features of what is being measured, and the items to which responses are requested are representative of a given situation. The variables measured by the present study were deemed to be representative of the characteristics of administrative operations in organizations, particularly educational organizations. The categories of indicators and descriptors are well documented in the literature relating to organizational effectiveness. As outlined in the conceptual framework, these criteria were used as a basis for developing the items and variables examined in the study. Many of the items in the Inventory of School District Operations were tested by Ratsoy and Miklos (1984) and were found to be valuable in exploring aspects of school district effectiveness. The Organizational Culture Inventory was pilot tested, and the suggestions of the pilot test participants were used in preparing a final version of this inventory.

Construct validity is, as Ary et al. (1985) maintain, "concerned with the extent to which a test measures a specific trait or construct" (p. 218). Harty (1979) suggests that construct validity "attempts to relate the responses of a given questionnaire to a construct that in turn attempts to define and describe those responses" (p. 54). He goes on to state that "factor analysis is the most common method for establishing construct validity" (Harty, 1987, p. 54). In the present study factor analysis was used to determine the construct validity of Form A of the questionnaire. The sample size for Form B of the questionnaire and the Organizational Culture Inventory was not sufficient to permit a factor analysis of these instruments; therefore, correlation coefficients and the literature were used to develop categories of data that were relevant and meaningful to the purpose and nature of the study.

External validity is concerned with the generalizability of the research findings. According to Campbell and Stanley (1963, p. 5), external validity is concerned with the question: "To what populations, settings, treatment variables, and measurement variables can this effect be generalized?" The focus of the present study was exploratory. The investigator, although aware of the possible misinterpretations that could be construed, was primarily concerned with exploring a procedure that might be useful in examining aspects of administrative operations and organizational culture, particularly at the school district level. As a by-product, the study collected information that could assist the participating school district administrators in determining strengths as well as areas for consideration in any improvement efforts, should they wish to use it. However, this was not the primary intent of the study. At best, the focus of the study was formative; consequently, the issue of generalizability can only be considered in light of the purpose of the study. Questions concerning the ability of the procedures to gather information about certain aspects of the administrative operations and the organizational culture of a school district would be legitimate. However, questions or concerns relating to an acceptable level of effectiveness in the district, or the degree to which the organizational culture of the district was positive or negative, would be inappropriate. That is, because of the purpose, the nature, and the methodology of the study, and since only certain aspects of a school district's operations were studied, it would be difficult and unethical to arrive at summative statements regarding the district's performance. The general procedures and instruments may be useful in other situations, but the users themselves must determine whether the circumstances are similar enough to warrant their use.

Objectivity

Problems of objectivity including bias, conscious and unconscious prejudice, incompetence, gullibility, and corruptibility in research data collection have been noted in the literature. Some writers maintain that organizational assessment research is particularly susceptible to these problems because respondents may fake or, as Lawler et al. (1980) suggest, "deliberately distort" (p. 323) data for personal reasons.

To ensure the objectivity of data in organizational effectiveness studies, Cameron and Whetten (1983) outline seven "guidelines for assessing organizational effectiveness" (p. 269). These authors state that it is important for all concerned with organizational effectiveness assessments to understand

(1) the perspective from which effectiveness is being judged,

(2) the domain of activity on which the judgment is focused,

(3) the level of analysis being used,

(4) the purpose for judging effectiveness,

(5) the time frame being employed,

(6) the type of data being used for judgments of effectiveness, and

(7) the referents against which effectiveness is judged.

To address concerns for objectivity the investigator met with the district superintendent, senior administrators, and as many respondents as possible in order to provide the type of information suggested by these guidelines. Respondents were assured of anonymity, instructions in each section of the questionnaire were clearly written, and the content of items was related to the personal perceptions of administrators and other members of the district. Respondents did not have to seek information from external sources to complete questionnaire items or to respond to interview questions.

RESEARCH METHODOLOGY

Data were collected in a rural school district in Newfoundland. The superintendent of education in the district was contacted, and official permission to undertake the research was sought (see Appendix D). Meetings were then scheduled with central office administrators to explain the purposes of the study and to establish data collection procedures.

Data Collection Procedures

The data collection process comprised two phases. As recommended by the original developers (Ratsoy and Miklos, 1985a), both forms of the Inventory of School District Operations were modified and used in the first round of data collection. In phase two, interviews were conducted using the Organizational Culture Inventory.

Questionnaires were shipped to the district on January 31, 1986. Following instructions from the investigator, Form A questionnaires were distributed to board members, central office administrators and other certificated personnel, school principals and vice-principals, and a cross section of department heads, counselors, librarians, and teachers in each school in the district. Form B questionnaires were distributed to clerical and secretarial employees in the district. Respondents were requested to return completed questionnaires to the central office. An administrative officer distributed the questionnaires, followed up on those who were late responding, collected the questionnaires in sealed envelopes, and returned them to the investigator on February 13, 1986.

Form A questionnaires were received from 11 board members, 11 central office administrators and program coordinators, 3 other central office certificated staff members, 18 principals, 81 teachers and other certificated school staff members, a guidance counselor, and 8 respondents who failed to identify themselves. This represented responses from 11 of the 19 board members, every member of the central office professional staff, 18 of the 19 principals, and a sample of respondents from every school in the district including vice-principals, department heads, counselors, librarians, and teachers. A total of 133 of the original 137 questionnaires distributed were returned, a 97% response.

Form B questionnaires were received from 5 noncertificated members of the central office staff members and 11 noncertificated members of school staffs. This sample represented all noncertificated (clerical and secretarial) personnel in the district.

Structured, interviews conducted with a selected group of 24 administrators and other members of the district's certificated staff were the primary source of information on the organizational culture of the district. Through questioning, respondents were asked to indicate the extent to which certain aspects of the administrative orientation of central office administrators and the general educational orientation of the district were preferred and believed to be present. Interview data were collected between March 11 and 29 ,

1986. The interview sample consisted of a board member, 4 central office administrators and program coordinators, 5 principals, and 14 teachers and other certificated members of school staffs. Respondents came from 18 of the 19 schools in the district.

When members of the district were informed that a study was taking place, a number of individuals contacted the researcher and asked to be involved in the interviews. These individuals were included in the interview sample along with other interviewees randomly selected from the central office roster of district employees and asked to volunteer. All interviews were conducted at a time and place selected by the respondent and anonymity and confidentiality were assured. At the beginning of each interview the researcher explained the purpose of the study and asked whether the responses could be tape-recorded; 14 of the 24 gave their permission. The investigator took notes in interviews that were not tape-recorded. Interviews were designed to last 45 minutes; however, some ran longer. Upon completion of the interview respondents were thanked for their cooperation and the notion of anonymity and confidentiality was reinforced.

Data Analysis

The data analysis techniques employed reflected the types of data collected and the descriptive and exploratory nature of the study.

Quantitative data analysis. Questionnaire data were analyzed by various quantitative means. Statistical techniques included factor analysis, analysis of variance, mean scores, and rankings for the factors identified. Factor analysis was performed on those parts of the questionnaire dealing with administrative goals, administrative behavior, organizational structure, organizational climate, and adaptation to environmental changes. The factor solutions were examined and highest factor loadings used to determine which items belonged in a given scale. When this could not be justified on conceptual grounds, a few items were assigned to factors where their loadings were second highest. Items were moved to where they fitted conceptually only if the factor loading was reasonably close to .40 which had been set a priori as the minimum acceptable factor loading. No such adjustments were made for the sections on administrative goals or adaptation to environmental changes.

A variety of factor solutions were attempted for the 22 items in the administrative goals section, from a two-factor solution through to a solution resulting in 12 factors. All solutions with the exception of the five-factor solution were difficult to interpret using the original conceptual basis for this scale. For the five-factor solution the first three factors were explainable conceptually as well as statistically, but this was not the case for the remaining two factors. A second factor analysis was performed, omitting the items associated with Factors 1, 2, and 3. A five-factor solution for the remaining items resulted in Factors 4, 5, 6, 7, and 8. As outlined in Table 1 of Appendix E, these factors were labeled (a) physical resources goals, (b) community relations goals, (c) management goals, (d) educational program goals, (e) noncertificated personnel goals, (f) developmental goals, (g) certificated staff employment goals, and (h) certificated staff monitoring goals.

As for administrative goals, 2 through 12 statistical factor solutions were attempted for the 30 items in the administrative behavior section. The best of these, from the conceptual perspective, was a three-factor solution. As outlined in Table 2 of Appendix E, the resulting factors were (a) decisional role behaviors, (b) interpersonal role behaviors, and (c) informational role behaviors.

The 18 items on organizational structure were also subjected to factor analysis involving 2 through 12 factor solutions. A three-factor solution was most readily interpretable. As outlined in Table 3 of Appendix E, these factors were labeled (a) bureaucratization characteristics, (b) formalization characteristics, and (c) operationalization characteristics.

Factor analysis for 21 of the 22 items in the organizational climate section also resulted in a three-factor solution. As indicated in Table 4 of Appendix E, these factors were labeled (a) member esprit de corps, (b) member significance, and (c) member engagement. Since item 22 was related to general satisfaction it was not included in the factor analysis.

For the 24 items in the section on adaptation to environmental changes, a six-factor solution served best. As outlined in Table 5 of Appendix E, these factors were labeled (a) legalpolitical changes, (b) socioeconomic changes, (c) sociopolitical changes, (d) ecotechnological changes, (e) financial changes, and (f) demographic changes.

The number of respondents to Form B was not large enough to permit a factor analysis of this questionnaire. Consequently, item scores rather than scale scores were employed. Means and rankings were the main procedures used to analyze these data.

Within each section of the Form A questionnaire, mean scores were computed for the individual factors. These means were then ranked to facilitate comparison and to guide the presentation of results. For data collected using Form A, with the exception of the section on organizational climate, correlated t-tests were used to determine significant differences beyond the .05 level between the two scales for each factor. In all sections of this instrument, one-way analysis of variance (F-tests) was used to determine significant differences between groups classified by position, years in present position, and years of association with the district.

The Organizational Culture Inventory was also subjected to quantitative data analysis techniques, since a five-point scale had been used to record some of these data. Mean item scores were computed for actual and preferred responses to each question. Means were ranked to facilitate comparison and to guide the presentation of results.

Qualitative data analysis. All responses to the twinned, open-ended questions in the Form A questionnaire were grouped using the questions themselves as a guide. The grouped responses to each question were read four times, first to develop a general feel for the data and then to develop and refine thematic categories. Tables comparing responses to the twinned questions were then developed, which were used to guide the analysis; these tables and are included with the findings in Chapters 5, 6, and 7. A graduate student in the Department of Educational Administration at the University of Alberta who was deemed competent in qualitative research procedures, read the responses to each question and examined the resulting general categories. This process resulted in a computed inter-rater reliability coefficient of .82.

A preliminary review of the interview data suggested that responses to items 4 and 14 were very similar, and in some instances respondents had indicated that these questions required the same type of response. To assist in determining the degree to which these items may have been measuring similar phenomena a correlation coefficient matrix (Appendix F, Table 1) for all items was explored. A correlation coefficient of .90 was computed between items 4 and 14. Therefore, on conceptual and statistical grounds data from these items were combined. For the purposes of the study, each item was then considered to be a descriptor of organizational culture. In keeping with the preassigned categories established by research questions 2.1 and 2.2, two main cultural data themes were developed: beliefs about administrative orientation and beliefs about educational orientation.

Conceptual skill was used to label the descriptors and to assign them to a cultural data theme. Descriptors respecting beliefs about administrative orientation included (a) orientation to change — item 2, (b) taking into account what teachers, students, and parents want — item 3, (c) encouragement and autonomy to explore new initiatives — combined data from items 4 and 14, (d) encouraging and recognizing performance — item 5, (e) concern about problems that people experience — item 6, (f) providing an essential professional service — item 7, (g) involvement in decision making — item 8, and (h) feeling a sense of belonging — item 9. Those descriptors associated with beliefs about educational orientation were (a) educational goal awareness — item 10, (b) approaches to instruction — item 11, (c) emphasis on student achievement and performance — item 12, (d) emphasis on student-control procedures — item 13, (e) sharing beliefs about the education of children — item 15, and (f) core mission — item 16. Data from item 17 was generally related to all other items and was not analyzed under a separate descriptor.

Notes from the interviews that were not taped were compiled with the transcribed interview data. A computer-assisted content analysis of data was conducted under each descriptor. The researcher entered key words and phrases, "coding categories" (Bogdan and Biklen, 1982, p. 156), which the computer used to sort the responses and produce subthemes. The results are presented using the two main themes, the descriptors, and the subthemes developed under them.

The first eight items were designed to measure variables similar to the Peters and Waterman (1982) conceptualization of effective corporate cultures. Hence, the labels chosen for these items relate to the eight propositions set out by these writers. A summary of this relationship is presented in Table 4.2. Labels for the remaining items came from a variety of sources including Murphy et al. (1984).

Table 4.2

Scale Item Labels used in the Present Study Compared to the Peters and Waterman (1982) Conceptualization

Scale Item Labels used in the Present Study	Peters and Waterman (1982, p. i) Conceptualization
Orientation to Change	A Bias for Action
Taking into Account What Teachers, Students, and Parents Want	Staying Close to the Customer
Encouragement and Autonomy to Explore New Initiatives	Autonomy and Entrepreneurship
Encouraging and Recognizing Performance	Productivity Through People
Concern about Problems that People Experience	Hands-on, Value Driven
An Essential Professional Service	Stick to the Knitting
Involvement in Decision Making	Simple Form, Lean Staff
A Sense of Belonging	Simultaneous Loose-tight Properties

Presentation of Findings

The findings of this study are presented in the next five chapters. Using the factors derived from the factor analysis and the categories generated from the content analysis of open-ended responses, the characteristics of selected aspects of administrative operations in the district are presented in Chapters 5, 6, and 7. These chapters address the research questions associated with the first general question of the study. The characteristics of selected aspects of the organizational culture of the district, information related to the second general question of the study, are presented in Chapters 8 and 9.

Chapter 10 contains a discussion of the implications of the results of the study for the administration of the school district. The findings about the usefulness of the procedures for exploring administrative operations and organizational culture in a school district are also presented. In Chapter 11 the study is summarized, the conclusions are presented, and the implications of the study for administrative practice, for organizational theory, and for further research are outlined.

Chapter 5

PERCEPTIONS OF ADMINISTRATION

This chapter presents the findings and discussions related to the first two research questions, namely:

1.1 What perceptions do administrators and certificated staff have of central office administrative goals and practices?

1.2 What perceptions do administrators and certificated staff have of the administrative behavior and performance of central office administrators?

PERCEPTIONS OF ADMINISTRATIVE GOALS AND PRACTICES

Data about administrative goals were obtained by asking respondents to rate the actual priority given and the priority they would prefer to be given to each of 22 goal items on a seven-point scale ranging from very low to very high. Administrative practices were assessed by four open-ended questions, which asked respondents to comment on central office and school board administrative practices that were effective and desirable and those perceived to be in need of improvement.

Administrative Goals

As mentioned in Chapter 4 the factor analysis of 22 administrative goal items (Appendix E, Table 1) resulted in eight factors or main goal areas. Ranked according to the priority that central office administrators actually give to the goal area on the seven-point scale (Table 5.1) these were: certificated staff monitoring goals, management goals, certificated staff employment goals, educational program goals and physical resources

Table 5.1

Comparison of Actual and Preferred Priorities for Administrative Goals

		Actual Priority*			Preferred Priority*				
Factor	N	Mean	S.D.	Rank	Mean	S.D.	Rank	t-Value	Significance
1. Certificated Staff Monitoring Goals	127	5.46	1.14	1	5.50	1.25	7	-0.26	0.80
2. Management Goals	129	5.33	0.82	2	5.91	0.77	4	-8.86	0.00
3. Certificated Staff Employment Goals	128	5.23	1.02	3	5.97	0.95	2	-7.52	0.00
4. Educational Program Goals	130	4.95	0.86	4.5	6.30	0.57	1	-19.07	0.00
5. Physical Resources Goals	129	4.95	0.95	4.5	5.93	0.69	3	-12.34	0.00
6. Developmental Goals	129	4.57	1.11	6	5.61	0.92	5	-10.68	0.00
7. Noncertificated Personnel Goals	126	4.17	1.17	7	5.17	1.24	8	-9.28	0.00
8. Community Relations Goals	130	3.23	1.09	8	5.56	0.98	6	-21.44	0.00

*Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

goals, developmental goals, noncertificated personnel goals, and community relations goals.

Certificated staff monitoring goals were consider as a single item that was concerned with supervising and evaluating teachers and other certificated personnel. Management goals were those items related to (a) maintaining the day-to-day administrative operations of the district, (b) establishing and maintaining an appropriate administrative structure for the district, (c) monitoring expenditures through appropriate accounting and reporting procedures, (d) preparing a budget that reflects educational goals and priorities, and (e) allocating resources in support of the educational program. Certificated staff employment goals comprised a single item associated with selecting and placing certificated staff members. Grouped as educational program goals were those items concerned with promoting, designing, and implementing goals, programs, and policies aimed at improving the educational program for students in the district.

Physical resources goals were those items related to (a) planning to meet the needs for physical facilities and major items of equipment, (b) maintaining the physical facilities of the district, and (c) making effective use of available physical resources. Information for developmental goals was obtained from items dealing with developing and maintaining information systems on student numbers and characteristics, and developing effective personnel policies for certificated and noncertificated staff. Noncertificated personnel goals were considered to be items associated with selecting and placing noncertificated staff members, and supervising and evaluating noncertificated personnel. Community relations goals were items related to (a) involving the community in developing educational policies for the district, (b) interpreting the educational program to the community, and (c) identifying the implications of community characteristics for the educational program of the district.

Using the results of the factor analysis, the administrative goals data was subjected to a number of tests. Significant differences beyond the .05 level, between overall actual and preferred priorities for each goal area, were determined using correlated t-tests (Table 5.1). One-way analysis of variance (F-tests) was used to determine significant differences between groups of respondents classified by position (Table 5.2), years in present position (Table 5.3), and years of association with the district (Table 5.4), for each goal area.

Overall actual and preferred priorities. As shown in Table 5.1, the means for the actual priority assigned to each goal area on the seven-point scale ranged from a low of 3.23 (between moderately low and medium) for community relations goals, to a high of 5.46 (between moderately high and high) for certificated staff monitoring goals. For preferred priority the means ranged from a low of 5.17 (between moderately high and high) for noncertificated personnel goals, to a high of 6.30 (between high and very high) for educational program goals.

A comparison of actual with preferred priorities (Table 5.1) showed statistically significant differences in means at the .05 level for seven of the eight goal areas. That is, with the exception of certificated staff monitoring goals the respondents preferred that more attention be given to each goal area.

As Table 5.1 shows, with a mean of 5.46 certificated staff monitoring goals ranked highest for actual priority. In terms of preferred priority, with a mean of 5.50, this goal area ranked seventh. Although the two means were not significantly different statistically, it was evident that, relative to other goal areas, slightly more attention was being given to supervising and evaluation teachers and other certificated personnel than respondents preferred. According to the rankings it was evident that while certificated

Table 5.2

Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Priorities for Administrative Goals Classified by Position in District

Factor	A* P†	Group 1 Board (N=11)	Group 2 C. O. (N=14)	Group 3 Principals (N=18)	Group 4 Teachers (N=82)	F-ratio	Significantly Different Groups
		Mean	Mean	Mean	Mean		
1. Certificated Staff Monitoring Goals	A	4.50	5.71	5.65	5.45	2.29	None
	P	6.50	5.71	5.06	5.43	3.24	1;3 & 1;4
2. Management Goals	A	5.60	5.49	5.42	5.24	0.91	None
	P	6.47	5.80	5.76	5.91	2.08	None
3. Certificated Staff Employment Goals	A	5.67	5.21	5.76	5.06	2.93	3;4
	P	6.60	6.29	5.65	5.91	2.83	1;3
4. Educational Program Goals	A	5.18	5.30	5.09	4.86	1.55	None
	P	6.50	6.36	6.12	6.31	1.11	None
5. Physical Resources Goals	A	4.93	5.36	5.31	4.77	2.82	None
	P	6.20	6.07	5.80	5.91	0.89	None
6. Developmental Goals	A	4.94	4.00	4.50	4.59	1.59	None
	P	6.20	5.68	5.38	5.60	1.75	None
7. Noncertificated Personnel Goals	A	4.72	4.31	3.94	4.08	1.04	None
	P	6.10	5.50	4.47	5.09	4.30	1;3
8. Community Relations Goals	A	3.23	3.14	3.06	3.31	0.30	None
	P	6.12	5.88	5.22	5.48	2.67	None

* A = Actual Priority
† P = Preferred Priority

Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

Table 5.3

Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Priorities for Administrative Goals Classified by Years in Present Position

		Group 1 1-3 Years (N=39)	Group 2 4-10 Years (N=39)	Group 3 11+ Years (N=55)		
Factor	A* P†	Mean	Mean	Mean	F-ratio	Significantly Different Groups
1. Certificated Staff Monitoring Goals	A	5.33	5.54	5.49	0.33	None
	P	5.24	5.82	5.52	2.20	None
2. Management Goals	A	5.22	5.31	5.40	0.53	None
	P	5.81	5.97	5.01	0.78	None
3. Certificated Staff Employment Goal	A	5.32	5.08	5.29	0.66	None
	P	5.68	6.10	6.12	2.74	None
4. Educational Program Goals	A	4.75	5.09	4.98	1.59	None
	P	6.29	6.21	6.39	1.11	None
5. Physical Resources Goals	A	4.86	4.84	5.09	0.95	None
	P	5.88	5.96	5.98	0.25	None
6. Developmental Goals	A	4.36	4.57	4.68	0.86	None
	P	5.37	5.62	5.83	2.91	3;1
7. Noncertificated Personnel Goals	A	4.11	4.28	4.15	0.20	None
	P	5.08	5.46	5.06	1.38	None
8. Community Relations Goals	A	3.06	3.38	3.25	0.83	None
	P	5.22	5.74	5.65	3.38	2;1

* A = Actual Priority
† P = Preferred Priority

Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

Table 5.4

Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Priorities for Administrative Goals Classified by Years of Association with District

		Group 1 1-5 Years (N=28)	Group 2 6-10 Years (N=20)	Group 3 11-15 Years (N=37)	Group 4 16+ Years (N=48)		
Factor	A* P†	Mean	Mean	Mean	Mean	F-ratio	Significantly Different Groups
1. Certificated Staff Monitoring Goals	A	5.54	5.35	5.51	5.42	0.14	None
	P	5.25	5.80	5.23	5.82	2.37	None
2. Management Goals	A	5.34	5.17	5.01	5.62	4.24	4;3
	P	5.81	5.99	5.64	6.22	4.58	4;3
3. Certificated Staff Employment Goals	A	5.22	4.84	5.14	5.49	2.00	None
	P	5.71	6.10	5.80	6.24	2.47	None
4. Educational Program Goals	A	4.77	4.97	4.88	5.09	0.86	None
	P	6.24	6.25	6.27	6.40	0.63	None
5. Physical Resources Goals	A	4.96	4.49	4.76	5.28	4.01	4;2
	P	5.90	5.73	5.77	6.17	2.84	4;3
6. Developmental Goals	A	4.50	4.58	4.51	4.60	0.06	None
	P	5.13	5.83	5.50	5.96	5.90	4;1 & 2;1
7. Noncertificated Personnel Goals	A	4.13	4.32	3.99	4.30	0.55	None
	P	4.91	5.40	5.03	5.40	1.29	None
8. Community Relations Goals	A	5.53	3.19	3.18	3.12	0.90	None
	P	5.36	5.66	5.46	5.70	0.89	None

* A = Actual Priority
† P = Preferred Priority

Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

staff monitoring goals need to continue to receive a fairly high degree of attention, they could be assigned a lower priority.

Management goals, with a mean of 5.33, ranked second for actual priority (Table 5.1). For preferred priority, with a mean of 5.91, this goal area ranked fourth. The differences between the two means were significantly different statistically. That is, the level of attention given by central office administrators to management goals was significantly less than was preferred. It was evident from the means that while the amount of attention directed to management goals needed to improve, these goals could, according to the rankings, continue to receive a fourth place priority.

As shown in Table 5.1 certificated staff employment goals, with an actual priority mean of 5.23 and a preferred priority mean of 5.97, ranked third in terms of actual priority and second as a preferred priority. Although the difference between the two means was slight, it was still statistically different beyond the .05 level of significance. These findings suggested that the attention being given to the selection and placement of certificated staff by central office administrators did require some improvement. It was preferred that certificated staff monitoring goals be the second rather than the third priority of central office administrators. From this finding and from responses to the open-ended questions, it was apparent that more attention could be directed to these goals particularly as relates to the selection and placement of specialist staff and staff for special needs programs.

With a mean of 4.95, educational program goals ranked fourth (4.5) in terms of perceived actual priority. However, with a preferred priority mean of 6.30, it was evident that respondents would like them to be the number one goal priority of central office administrators (Table 5.1). The difference in the two means was significantly different statistically. Respondents preferred that a significant degree of attention be directed at promoting, designing, and implementing appropriate goals and policies aimed at improving the educational program for the district. An overall actual priority mean for this area of 4.95 (medium to moderately high) and a preferred priority mean of 6.30 (high to very high) indicated that this goal area could have been receiving more attention.

As Table 5.1 illustrates, developmental goals, with mean of 4.57, ranked sixth as an actual priority for central office administrators and fifth, with mean of 5.61, for preferred. The differences between the two means were significantly different statistically. This indicated the respondents' feeling that central office administrators could direct more attention to the developmental aspects of administering the district.

Noncertificated personnel goals ranked seventh with an actual priority mean of 4.17. For preferred priority these administrative goals ranked eighth with a mean of 5.17 (Table 5.1). The difference between the two means was significantly different statistically beyond the .05 level of significance, which suggested a need for central office administrators to direct increased attention to noncertificated personnel goals. Notwithstanding this, noncertificated personnel goals occupied the last place ranking for preferred priority. This implied that while noncertificated personnel goals did warrant increased attention, these goals could be last in terms of central office administrative priorities.

Table 5.1 shows that community relations goals, with a mean of 3.23, ranked eighth with respect to actual priority and sixth as a preferred priority with a mean of 5.56. With an actual priority mean of moderately low to medium and a preferred priority mean of moderately high to high, the means were significantly different statistically, and when compared to all other administrative goals this mean difference was the greatest. This suggested that central office administrators could increase considerably the amount of attention they direct toward community relations activities.

Analysis of variance by position in district. An examination of the findings for certificated staff monitoring goals, certificated staff employment goals, and noncertificated personnel goals classified by position (Table 5.2) found significant differences between certain groups for the priority assigned. However, for management goals, educational program goals, physical resources goals, developmental goals, and community relations goals, no significant differences were found between the groups identified.

No two groups were different at the .05 level of significance with respect to the actual priority given to certificated staff monitoring goals. However, Group 1 (board members), with a mean of 6.50, assigned significantly higher priorities than both Group 3 (principals), with a mean of 5.06, and Group 4 (teachers), with a mean of 5.43, regarding a perceived preferred priority for certificated staff monitoring goals. That is, the board preferred that more attention be given to the supervision and evaluation of teachers and other certificated staff than did other members, whereas principals and teachers preferred that these goals receive less attention.

Statistically significant differences existed between some groups for perceived actual and preferred priorities assigned to certificated staff employment goals (Table 5.2). Group 3 (principals) and Group 4 (teachers), with means of 5.76 and 5.06 respectively, varied significantly as regards actual priority. There were also differences between Group 1 (board members) and Group 3 (principals), with means of 6.60 and 5.65 respectively, for preferred priority.

An inspection of the findings for noncertificated personnel goals found significant differences between certain groups on the preferred priority for these goals. While no groups differed regarding the perceived actual priority given to this goal area, Group 1 (board members), with a mean of 6.10, preferred that more attention be given noncertificated personnel goals, compared with Group 3 (principals), with a mean of 4.47.

Analysis of variance by years in present position. An examination of the findings classified by years in present position revealed no statistically significant differences between groups for certificated staff monitoring goals, management goals, certificated staff employment goals, educational program goals, physical resources goals, or noncertificated personnel goals (Table 5.3).

While no significant differences were found between groups for the perceived actual priority assigned to developmental goals, there were statistical differences between Group 3 (11- plus years), with a mean of 5.83, and Group 1 (1 to 3 years), with a mean of 5.37, for preferred priority. Respondents who were in there positions for 11 or more years preferred that a higher priority be given to developmental goals than those who were in their positions for 1 to 3 years. For community relations goals Group 2 (4 to 10 years), with a mean of 5.74, was significantly different from Group 1 (1 to 3 years), with a mean of 5.22, for preferred priority. That is, respondents in their positions for 4 to 10 years preferred that a higher priority be assigned to these goals than those in their positions for 1 to 3 years. No groups differed significantly on the perceived actual priority given to community relations goals.

Analysis of variance by years of association with district. An analysis of the findings classified by years of association with the district (Table 5.4) revealed no statistically significant differences between groups for certificated staff monitoring goals, certificated staff employment goals, educational program goals, noncertificated personnel goals, or community relations goals. However, between certain groups differences were found for management goals, physical resources goals, and developmental goals.

The findings indicated that respondents in Group 4 (16 - plus years), with a mean of 5.62, were significantly different from those in Group 3 (11 to 15 years), with a mean of 5.01, for the perceived actual priority assigned to management goals. Group 4, with a mean of 6.22, and Group 3, with a mean of 5.64, also differed with respect to a preferred priority for these goals. As compared to respondents in Group 3, those in Group 4 perceived a higher actual priority being given to management goals and preferred that an even higher priority be given to them. The priorities of respondents in Group 4 were generally higher than those of other groups.

Group 4 (16 - plus years), with a mean of 5.28, was significantly different from Group 2 (6-10 years), with a mean of 4.49, for the perceived actual priority given to physical resources goals. For preferred priority, Group 4 (16 - plus years), with a mean of 6.17, was significantly different from Group 3 (11 to 15 years), with a mean of 5.77. That is, Group 4, the most senior group of respondents in terms of association with the district, perceived a higher actual priority being given to physical resources goals and indicated a higher preferred priority for these goals than did members of the other groups.

The findings for developmental goals classified by years of association with the district indicated no statistically significant differences between groups for the perceived actual priority given to these goals. However, for preferred priority statistically significant differences were found between three groups. Group 4 (16 - plus years), with a mean of 5.96, and Group 2 (6 to 10 years), with a mean of 5.83, both differed from Group 1 (1 to 5 years), with a mean of 5.13, for the preferred priority assigned to developmental goals. Group 4 and Group 2 preferred that central office administrators give a higher priority to developmental goals than did members of the other group.

Summary. The findings indicated that board members, central office administrators, and certificated staff preferred a higher priority for seven of the eight administrative goals, the exception being certificated staff monitoring goals. According to the rankings for perceived actual priority, the findings indicated that central office administrators were directing attention to goal areas as follows: certificated staff monitoring, management, certificated staff employment, educational program and physical resources, developmental, noncertificated personnel, and community relations. Using the rankings as a guide, respondents preferred that central office administrators reorder the priority given to the administrative goals of the district as follows: educational program, certificated staff employment, physical resources, management, developmental, community relations, certificated staff monitoring, and noncertificated personnel.

Board members appeared to have higher expectations for operative administrative goals than did members of the certificated groups, the exception being the actual priority that principals assigned to certificated staff employment goals. District members in their positions for a short period of time preferred lower priorities for developmental and community relations goals than those in their positions for a longer period of time. An examination of the eight administrative goals using years of association with the district as the criterion suggested that respondents with the district for 16 or more years had higher expectations than those who had been associated with the district for a shorter period of time.

As illustrated in Figure 5.1, the greatest mean differences for actual and preferred priorities occurred first in regard to community relations goals. Educational program

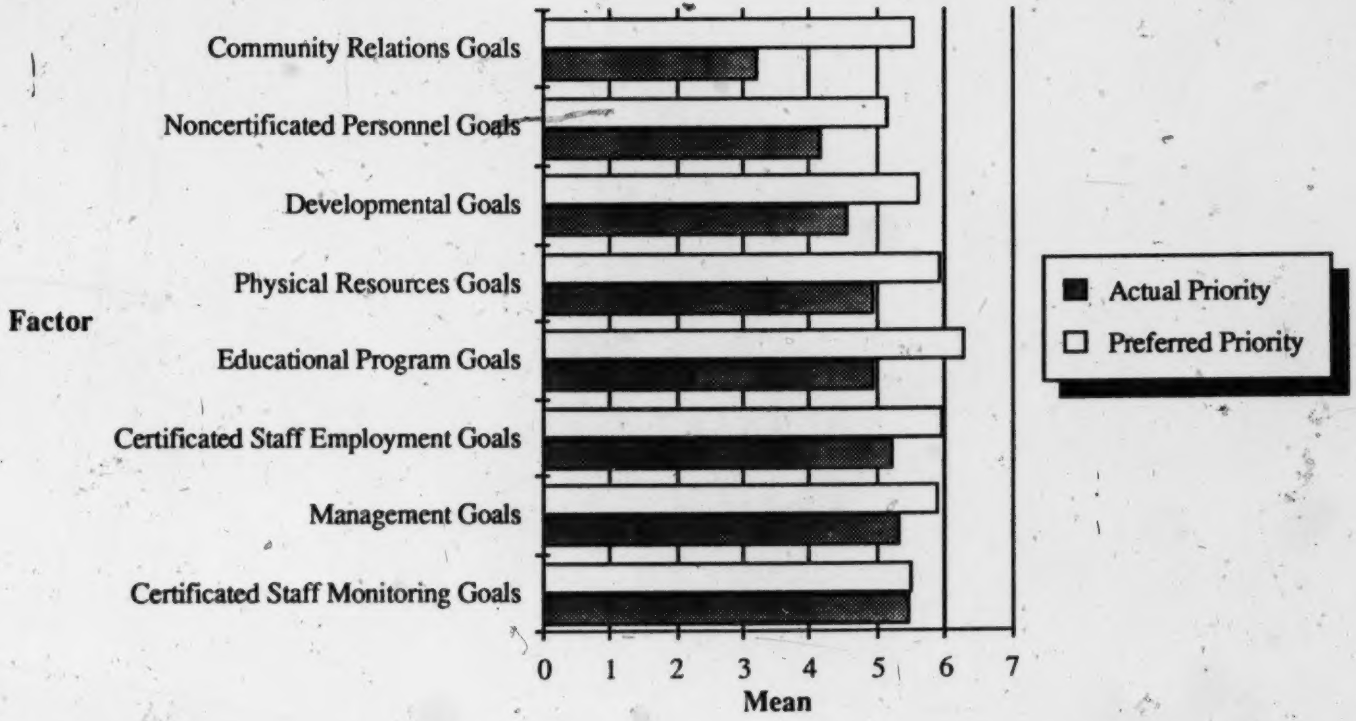

Figure 5.1. Comparison of Means for Actual and Preferred Priorities for Administrative Goals

goals, developmental goals, noncertificated personnel goals, physical resources goals, certificated staff employment goals, management, and certificated staff monitoring goals, respectively, had lesser mean differences. This suggests that if central office administrators were to work toward bridging the gap between actual and preferred priorities, community relations goals would receive the greatest emphasis, followed by educational program goals, developmental goals, noncertificated personnel goals, physical resources goals, certificated staff employment goals, management goals, and certificated staff monitoring goals.

Administrative Practices

The findings of four open-ended questions related to central office and school board administrative practices are presented below. Responses to the questions that related to effective central office administrative practices and aspects of the administration of the district in which central office administrators could improve are summarized and rank ordered in Table 5.5. Aspects of the administration of the district in which the school board had been particularly effective and those in which the board could improve are outlined in Table 5.6.

Nine areas of effective central office administrative performance were identified. Objective and policy setting was identified as the major administrative performance strength. In general terms the findings also indicated that central office administrators had been effective in providing professional development for certificated staff, developing working relationships between central office and schools and teachers in the district, improving programs and implementing programs for special needs students, maintaining the day-to-day administration of the district, selecting and placing certificated staff, and in providing physical and learning material resources.

Table 5.5

A Comparison of Effective Central Office Administrative Practices and Central Office Administrative Practices Needing Improvement

Effective Central Office Administrative Practices	N	Rank	Central Office Administartive Practices Needing Improvement	N	Rank
Objective and Policy Setting	40	1	Staff Working Relationships	62	1
Professional Development	33	2	Student Related Matters	31	2
Staff Working Relationships	31	3	Staffing	12	3.5
Implementing New Programs	28	4	Resource Allocation	12	3.5
Day-to-Day Administration	27	5	Classroom Contact	10	6.5
Staffing	26	6	Public Relations	10	6.5
Physical Facilities and Resources	18	7	Objective and Policy Setting	10	6.5
Teacher Monitoring	9	8	Professional Development	10	6.5
Public Relations	7	9	Declining Enrollments	4	9
Other Comments - None (2) - Don't Know (3) - Good in All (1)			Other Comments - Don't Know (1) - Doing a Fine Job (2)		

Categories were derived out of replies from 108 respondents.

Categories were derived out of replies from 118 respondents.

Table 5.6

A Comparison of Effective School Board Administrative Practices and School Board Administrative Practices Needing Improvement

Effective School Board Administrative Practices	N	Rank	School Board Administrative Practices Needing Improvement	N	Rank
Financial Control and Resource Allocation	33	1	Staff Working Relationships	41	1
Program Related Matters	20	2	Staffing Practices	18	2
Objective and Policy Setting	12	4	Public Relations	12	3
Leadership and Support	12	4	Objective and Policy Setting	11	4
Public Relations and Communication	12	4	Financial Control and Resource Allocation	9	5
Staffing Practices	10	6	Program Related Matters	8	6
Keeping Personnel On Task	3	7	Staff Monitoring	6	7
Committee Structure	2	8.5	Professional Development	5	8
Teacher Evaluation	2	8.5	Declining Enrollments	3	9
Creating a District Consciousness	1	10	Research	1	10
Other Comments - Not Sure (4) - Don't Know (8) - Very Little (1)			Other Comments - Don't Know (4) - Satisfactory (1)		

Categories were derived from replies of 78 respondents.

Categories were derived from replies of 88 respondents.

The major aspect of central office administrative practice identified as needing improvement was that of developing good working relationships with schools and certificated staff throughout the district . Fifty-two percent of the respondents indicated that this was an area in need of improvement. While staff working relationships were viewed as the most important area for improvement 26 percent of the respondents suggested that central office administrators could be more concerned about student related matters. The findings also pointed out that central office administrators needed to consider directing greater attention to the selection and placement of certificated staff, resource allocation, what was happening in classrooms by becoming directly involved in them, public relations, objective and policy setting, professional development, and declining enrollments.

Table 5.6 shows that the school board had been particularly effective in the areas of financial control and resource allocation, program-related matters, objective and policy setting, leadership and support, public relations and communication, and staffing practices. Other aspects of effective school board administrative performance included keeping personnel on task, providing a committee structure, teacher evaluation related matters, and creating a district consciousness.

For the board, the findings indicated that 10 aspects of administration required attention, the most important being the development of good working relationships with certificated staff in the district. The "we / they" dichotomy between the school board and certificated staff in the district was viewed as detrimental to the overall well-being of the organization. More attention to the recruitment and placement of certificated staff, public relations, and the consistent enforcement of district objectives and policies were also desired. Financial control and resource allocation, program related matters, staff monitoring, professional development, declining enrollments, and research were also identified as aspects of administration to which the school board could give more attention.

PERCEPTIONS OF ADMINISTRATIVE BEHAVIOR AND PERFORMANCE

Information about administrative behavior was obtained by asking respondents to rate the actual frequency and the frequency they preferred for each of 30 administrative behavior items on a seven-point Likert-type scale ranging from never to always. Administrative performance was assessed by two open-ended questions which asked respondents to comment on aspects of central office administrative performance that were effective and desirable and those perceived to be in need of improvement. The findings as reported by board members, central office administrators, and certificated staff are presented in the following paragraphs.

Administrative Behavior

As mentioned previously, the factor analysis of 30 administrative behavior items (Appendix E, Table 2) produced three factors or main role behaviors. These role behaviors, ranked according to the actual frequency with which they occurred on the seven-point scale (Table 5.7), were: informational role behaviors, decisional role behaviors, and interpersonal role behaviors. Informational role behaviors viewed the administrator as mainly a receiver and disseminator of information. In this role the central office administrator was seen as being involved in communicating information both within the school district and to outside agencies and groups. Respondents were asked to rate the actual and preferred frequency with which central office administrators (a) provide an educational perspective on matters which come before the board, (b) inform principals about proposed policy changes, (c) provide leadership for the

Table 5.7

Comparison of Actual and Preferred Frequencies for Administrative Behavior

		Actual Frequency*			Preferred Frequency*				
Factor	N	Mean	S.D.	Rank	Mean	S.D.	Rank	t-Value	Significance
1. Informational Role Behaviors	130	5.27	0.87	1	5.98	0.72	1	-10.31	0.00
2. Decisional Role Behaviors	130	4.63	0.77	2	5.83	0.61	2	-18.65	0.00
3. Interpersonal Role Behaviors	131	3.77	0.86	3	5.16	0.81	3	-18.44	0.00

*Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Never, 2 = Almost Never, 3 = Seldom, 4 = Sometimes, 5 = Often, 6 = Almost Always, and 7 = Always school board on educational issues, (d) represent the views of the district to the public and the media, and (e) use meetings as a vehicle for exchanging useful information.

For decisional role behaviors the central office administrator was viewed as making significant decisions and defining decision strategies for others. Respondents rated the actual and preferred frequency with which central office administrators (a) are prepared to compromise when differences of opinion arise, (b) manage decision processes to the satisfaction of the district staff, (c) use their time and the time of others efficiently, (d) respond to unexpected developments, (e) devise creative ways to improve the schools, (f) work toward improving the educational program, (g) give high priority to unexpected problems, (h) take the initiative in proposing educational improvements, (i) have contingency plans for areas in which there is a high element of uncertainty, (j) serve as mediators in the decision making process, (k) make effective decisions in allocating the district's financial and physical resources, (l) assist principals in finding solutions to problems, (m) assist teachers and other certificated staff members in finding solutions to problems, and (n) give high priority to decisions about how personnel resources will be allocated.

As regards interpersonal role behaviors of central office administrators toward others both inside and outside the school district, respondents were asked to rate the actual and preferred frequency with which central office administrators (a) serve as the main points of contact between the community and the schools, (b) are present at social activities for members of staff, (c) serve as links between the school district and the community, (d) are a reliable source of information about community developments, (e) attend school meetings for parents, (f) are readily accessible to parents and other members of the public, (g) make public statements on behalf of teachers and principals, (h) provide principals with information about practices in other schools, (i) are well informed about developments in the schools, (j) monitor the performance of certificated and noncertificated personnel, and (k) represent the views of school staffs on educational issues.

A number of statistical tests were applied to the results of the factor analysis for the administrative behavior data . Correlated t-tests were used to determine significant differences beyond the .05 level between overall actual and preferred priorities for each role behavior (Table 5.7). Analysis of variance (F-tests) were used to determine significant differences between groups of respondents classified by position in the district (Table 5.8), years in present position (Appendix G, Table 1), and years of association with the district (Table 5.9), for each role behavior.

Overall actual and preferred frequencies. As outlined in Table 5.7, the actual frequency means for each administrative role behavior ranged from a low of 3.77 (between seldom and sometimes) for interpersonal role behaviors, to a high of 5.27 (between often and almost always) for informational role behaviors. For preferred frequency, the means ranged from a low of 5.16 (between often and almost always) for interpersonal role behaviors, to a high of of 5.98 (between often and almost always) for informational role behaviors.

An overall comparison of the actual and preferred frequencies (Table 5.7) for the three role behaviors found statistically significant mean differences beyond the .05 level of significance between the extent to which central office administrators were perceived to be engaged in each behavior and the extent to which such behaviors were preferred.

Informational role behaviors, with a mean of 5.27, ranked first with respect to actual frequency. In terms of preferred frequency these role behaviors also ranked first, with a mean of 5.98. That is, these behaviors were perceived as occurring often to almost

Table 5.8

Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Frequencies for Administrative Behavior Classified by Position in District

		Group 1 Board (N=11)	Group 2 C.O. (N=14)	Group 3 Principals (N=18)	Group 4 Teachers (N=82)		
Factor	A* P†	Mean	Mean	Mean	Mean	F-ratio	Significantly Different Groups
1. Informational Role Behaviors	A	5.63	5.17	5.31	5.20	0.72	None
	P	6.42	6.31	5.95	5.87	2.96	None
2. Decisional Role Behaviors	A	5.25	5.04	4.48	4.51	4.50	1;3 & 1;4
	P	6.28	6.03	5.71	5.77	2.83	None
3. Interpersonal Role Behaviors	A	4.36	4.10	3.47	3.69	3.47	1;3
	P	5.89	5.41	4.82	5.12	4.68	1;3 & 1;4

* A = Actual Frequency
† P = Preferred Frequency

Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Never, 2 = Almost Never, 3 = Seldom, 4 = Sometimes, 5 = Often, 6 = Almost Always, and 7 = Always

Table 5.9

Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Frequencies for Administrative Behavior Classified by Years of Association with District

Factor	A* P†	Group 1 1-5 Years (N=28) Mean	Group 2 6-10 Years (N=20) Mean	Group 3 11-15 Years (N=37) Mean	Group 4 16+ Years (N=48) Mean	F-ratio	Significantly Different Groups
1. Informational Role Behaviors	A	5.17	5.23	5.17	5.39	0.58	None
	P	5.71	6.06	5.84	6.20	3.43	4;1
2. Decisional Role Behaviors	A	4.70	4.51	4.41	4.80	1.95	None
	P	5.68	5.78	5.71	6.05	3.20	4;1 & 4;3
3. Interpersonal Role Behaviors	A	3.97	3.59	3.57	3.86	1.62	None
	P	5.05	5.16	5.00	5.36	1.58	None

* A = Actual Frequency
† P = Preferred Frequency

Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Never, 2 = Almost Never, 3 = Seldom, 4 = Sometimes, 5 = Often, 6 = Almost Always, and 7 = Always.

always and were viewed as been the most important behaviors overall.

Decisional role behaviors, with a mean of 4.63, ranked second with respect to actual frequency. In terms of preferred frequency these role behaviors also ranked second with a mean of 5.83. An actual frequency mean of "sometimes to often" and a preferred frequency mean of "often to almost always" suggested that decisional role behaviors were important and that they could be enhanced.

Interpersonal role behaviors, with a mean of 3.77, ranked third with respect to actual frequency and third in preferred frequency with a mean of 5.16 (Table 5.7). An actual frequency mean of "seldom to sometimes" and a preferred frequency of "often to almost always" indicated that, relative to other behaviors, interpersonal behaviors needed the greatest improvement. The differences between actual and preferred means for these role behaviors were quite pronounced, indicating a fair degree of dissatisfaction on the part of respondents with the interpersonal behavior of central office administrators.

Analysis of variance by position in district. The findings for decisional and interpersonal roles classified by position in district (Table 5.8) found statistically significant differences at the .05 level of significance between certain groups for some of the frequencies assigned to these behaviors. No differences were found between groups for informational role behaviors.

No statistically significant differences were found between groups for the preferred frequency associated with decisional role behaviors. However, Group 1 (board members), with a mean of 5.25, was significantly different statistically from Group 3 (principals), with a mean of 4.48, and Group 4 (teachers), with a mean of 4.51, with respect to the actual perceived frequency of these role behaviors. That is, board members reported a higher actual frequency of decisional role behaviors than did principals and teachers.

An examination of the findings related to interpersonal role behaviors found statistically significant differences between certain groups for both the actual and preferred frequencies associated with these behaviors. For actual frequency, Group 1 (board members), with a mean of 4.36, was significantly different statistically from Group 3 (principals), with a mean of 3.47. Group 1 with a mean of 5.89, was also different from both Group 3, with a mean of 4.82, and Group 4 (teachers), with a mean of 5.12, for the preferred frequency of these behaviors. That is, board members perceived a higher actual frequency of interpersonal role behaviors on the part of central office administrators than did principals. Board members also preferred a higher frequency of interpersonal behaviors than did principals and teachers.

Analysis of variance by years in present position. No statistically significant differences were found between groups for informational role behaviors, decisional role behaviors, or interpersonal role behaviors classified by years in present position (Appendix G, Table 1).

Analysis of variance by years of association with district. As summarized in Table 5.9, an examination of the findings for interpersonal role behaviors classified by years of association with the district found no significant differences between groups for these role behaviors. However, differences were found between groups for some frequencies associated with informational and decisional role behaviors.

No statistically significant differences were found between groups with respect to the actual frequency of informational role behaviors. However, when compared to Group 1 (1 to 5 years), with a mean of 5.71, Group 4 (16 - plus years), with a mean of 6.20, preferred a higher frequency for these role behaviors. That is, respondents associated with the district for a longer period of time preferred more informational behaviors from central office administrators.

The findings for decisional role behaviors revealed no statistically significant differences between groups with respect to actual frequency. Respondents in Group 4 (16 - plus years), with a mean of 6.05, had a higher preference for decisional role behaviors than did those in Group 1 (1 to 5 years), with a mean of 5.68, or those in Group 3 (11 to 15 years), with a mean of 5.71. That is, respondents associated with the district for a long period of time preferred a higher frequency of decisional role behaviors from central office administrators than those with the district for a shorter period.

Summary. The findings indicated that informational role behaviors were strong and respondents preferred that this continue to be the case. Decisional role behaviors ranked second in terms of both actual and preferred frequencies, and interpersonal role behaviors ranked third for both frequencies. These findings suggest that central office administrators could devote a significant amount of attention to improving interpersonal role behaviors. Even though improvement was desired in all three role behaviors, with the greatest desire being in the interpersonal area, respondents preferred that the frequency for each role behavior occur in the order that it did.

With the exception of the actual frequency of interpersonal role behaviors for Group 4 (16 - plus years), board members and those associated with the district for 16 or more years maintained the highest means of actual and preferred frequencies for all three administrative role behaviors. This suggests that board members and more experienced certificated personnel viewed the role responsibilities of central office administrators differently than did those in other groups. The differences between board members, principals, and teachers may be due to the degree and nature of contact board members have with central office administrators. For principals and teachers contact with central office administrators may be day-to-day, whereas some board members' contact with them could be less frequent.

While the most senior group, in terms of experience, scored the highest mean for actual decisional and informational behaviors, it also scored the highest means for preferred priority for all three behaviors. Perhaps a better understanding of role responsibilities and a more critical perspective of the role performed comes with positions of authority and experience.

As illustrated in Figure 5.2, the overall mean differences between actual and preferred frequencies for the three main administrative role behaviors show interpersonal, decisional, and informational respectively having the greatest differences. Interpersonal ranked first, decisional second, and informational third in terms of the degree of attention required to effect the desired frequency of administrative role behaviors of central office administrators.

Administrative Performance

The findings of two open-ended questions related to effective central office administrative performance and aspects of central office administrative performance needing improvement are rank ordered and summarized in Table 5.10.

Nine general areas of effective administrative performance were identified by respondents. The area of central office administrative performance mentioned most often was the communication of district and provincial guidelines and policies. Attention to the financial aspects of running the district appeared to be satisfactorily undertaken, along with professional development and program improvement activities. From the perspective of some respondents, the allocation of physical plant resources, attention to

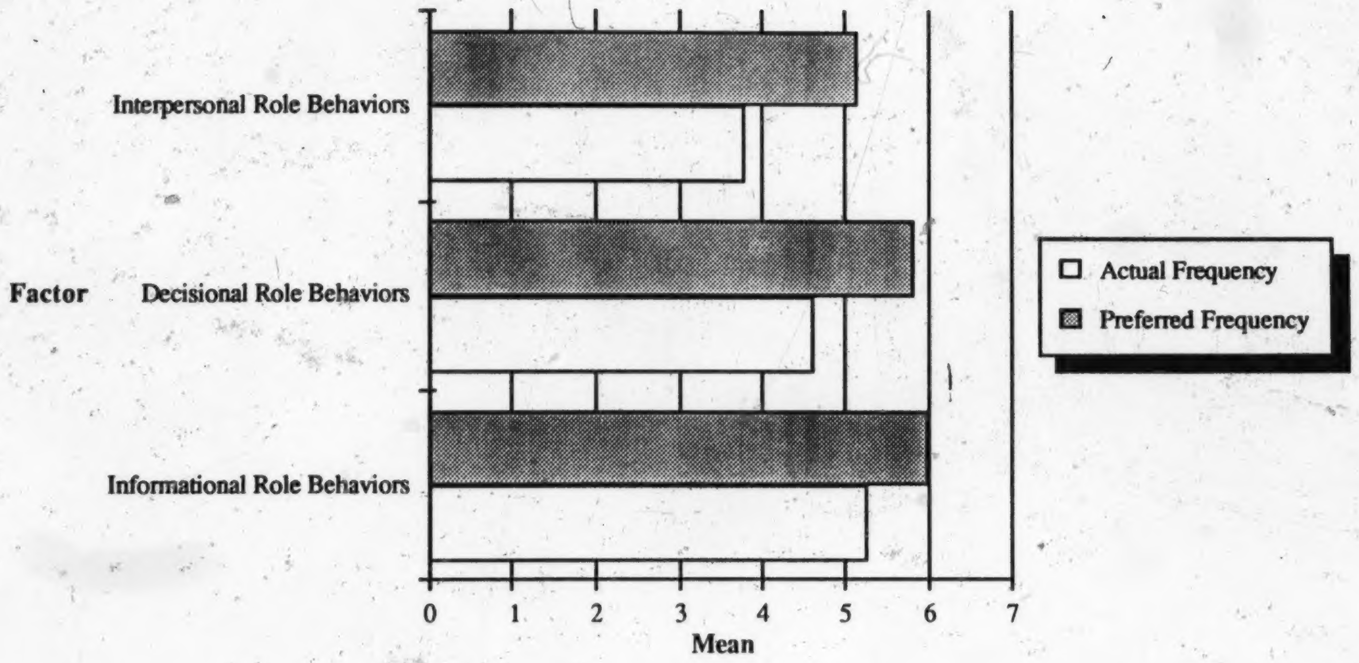

Figure 5.2. Comparison of Means for Actual and Preferred Frequencies for Administrative Behavior

Table 5.10

A Comparison of Effective Central Office Administrative Performance and Aspects of Central Office Administrative Performance Needing Improvement

Effective Central Office Administrative Performance	N	Rank	Aspects of Central Office Administrative Performance Needing Improvement	N	Rank
Communication	27	1	Staff Working Relationships	66	1
Financial Planning	23	2.5	Objective and Policy Setting	23	2
Professional Development	23	2.5	Accountability	13	3
Program Improvement	17	4	Resource Allocation	11	4
Resource Allocation	16	5	Public Relations	9	5
Objective and Policy Setting	15	6	Student Related Concerns	3	6
Staffing	11	7	Planning and Forecasting	2	7
Teacher Evaluation	4	8.5	Program Evaluation	1	8.5
Day-to-day Administration	4	8.5	Professional Development	1	8.5
Other Comments - Don't Know (4) - None (2) - Not Sure (1)			Other Comments - Doing a Fine Job (3) - Don't Know (2)		

Categories were derived from replies of 96 respondents.

Categories were derived from replies of 104 respondents.

objective and policy setting, staffing, teacher evaluation, and day-to-day administrative tasks had also been effective.

Table 5.10 illustrates that nine general aspects of administrative performance in need of improvement were generated from the data. Respondents expressed a desire for central office administrators to develop better working relationships between themselves and other certificated staff in the district. More frequent visitations to teachers and schools and an attempt to get down to the school and classroom level to work with teachers and other certificated staff on their day-to-day problems were also desired.

The findings also suggested that central office administrators could give more attention to establishing a clearly understood district philosophy with explicit and practical policies to ensure (a) the consistent implementation of goals and policy across the district, (b) an equitable allocation of resources, (c) that public relations activities take place, (d) that student related concerns are dealt with, (e) that educational planning and forecasting activities take place, and (f) that improvement to program evaluation and professional development activities actually occur.

Similar to informational role behaviors, the major central office administrative performance strength identified was communication. The finding that central office administrators could develop better working relationships between themselves and other certificated staff in the district supported the findings related to interpersonal role behaviors, and those associated with central office and school board administrative practices.

PERCEPTIONS OF ADMINISTRATION: A SUMMARY AND DISCUSSION

In this section the findings related to the perceptions of administrators and certificated staff about administrative goals and practices and the behavior and performance of central office administrators, are summarized and compared with the findings of the Ratsoy and Miklos (1984) study.

Administrative Goals and Practices

Goals are viewed by Perrow (1972), Litterer (1973), and Lawler et al. (1980) as the fundamental reasons for organizational existence; they provide structure, govern processes, and permeate the total organizational framework. In this study, operative goals, or the statements which Hoy and Miskel (1982) suggest "mirror the actual tasks and activities performed in the [school district] irrespective of what it claims to be doing" (p. 321) were assessed by examining the specific duties district administrators perform in relation to certificated staff monitoring goals, management goals, certificated staff employment goals, educational program goals, physical resources goals, developmental goals, noncertificated personnel goals, and community relations goals. In addition, the practices of central office administrators and the school board, as they related to these goal areas, were examined.

In this study, means for the actual priority of each goal area ranged from a low of 3.23 (between moderately low and medium) for community relations goals, to a high of 5.46 (between moderately high and high) for certificated staff monitoring goals. Means for a preferred priority of these goals ranged from a low of 5.17 (between moderately high and high) for noncertificated personnel goals, to a high of 6.30 (between high and very high) for educational program goals. In terms of the seven-point scale used, the means for the actual priority given to operative administrative goals reflected moderately low to high priority: For preferred priority, the means suggest that a moderately high to very high priority could be given to these goals.

In their study of a medium sized urban school district in Alberta, Ratsoy and Miklos (1984) found that the actual priority of similar operative administrative goals ranged from "a low of 4.26 to a high of 6.10 which, in terms of the scale used, [reflected] medium to high priority" (p. 5). In the same study, the means for preferred priority ranged from "5.06 to 6.39 or from moderately high to high priority" (p. 5).

In many ways similar to the present study, Ratsoy and Miklos (1984) found that goals associated with promoting, designing, and implementing goals, programs, and policies aimed at improving the educational program for students in the district received the "highest overall [preferred] priority" (p. 5). The findings of Ratsoy and Miklos (1984) respecting the other goal areas were also similar to those of the present study.

In this study, board members and those associated with the district for 16 or more years tended to assign higher priorities than members of other groups. In addition, people in their positions for a short period of time preferred lower priorities for certain goals than those in their positions for longer periods. Ratsoy and Miklos (1984) did not use analysis of variance in their study, therefore no comparison was possible.

With respect to central office administrative practices, the findings of the present study indicate that central office administrators had been particularly effective at objective and policy setting and developing philosophy for the district. While this appeared to be a major strength, there was also evidence that to some extent central office administrators had been effective at providing professional development for certificated staff, developing working relationships between central office and schools and teachers in the district, implementing and improving programs for special needs students, maintaining day-to-day administration of the district, selecting and placing certificated staff, and providing physical and learning material resources.

Developing good working relationships with schools and certificated staff throughout the district and more concern about student well-being and other related matters were identified in the present study as major areas of central office administrative practice needing improvement. In support of the findings related to preferred administrative goal priorities, it was also found that central office administrators could direct increasing attention to the selection and placement of certificated staff, resource allocation, public relations activities, becoming more directly involved in classrooms, enforcing the objectives and policies of the district, providing more professional development activities for certificated staff, and declining enrollments.

In this study, financial control and resource allocation and program related matters were identified as the main school board administrative performance strengths. It was also found that the board had been effective in objective and policy setting, leadership and support, public relations and communication, selecting and placing certificated staff, keeping personnel on task, providing a committee structure, teacher evaluation, and creating a district consciousness. In terms of school board administrative practices needing improvement, the findings indicate that the board could give more attention to developing and promoting good working relationships with certificated staff in the district. Attention to the recruitment and placement of certificated staff, public relations, and the consistent enforcement of district objectives and policies, was also desired. Financial control and resource allocation, program, staff monitoring, professional development, declining enrollments, and research, were also identified as aspects of administration to which the school board could give more attention. Ratsoy and Miklos (1984) found somewhat similar strengths and weaknesses in central office and school board administrative performance.

The achievement of goals remains the single most important criterion in determining levels of organizational effectiveness (Keeley, 1984). The findings of the present study suggest that in working toward a desirable level of administrative effectiveness, central office administrators might consider adjusting their priorities so that more attention could be directed toward educational program, certificated staff employment, physical resources, developmental, and community relations goals. While the findings suggest that other goal areas could also receive increased attention, there was evidence that a lower priority could be placed on management goals, certificated staff monitoring goals, and noncertificated personnel goals. If central office administrators and the school board were to work toward improving their performance, efforts to develop good working relationships with schools and certificated staff throughout the district could be worthwhile. They could also demonstrate a greater concern for student well-being and other related educational rather than organizational matters.

Administrative Behavior and Performance

Steers (1977), Scott (1981), Schein (1983), Hoy and Miskel (1982), Moss Kanter (1983), Clark et al. (1984), Miller and Sparks (1984), Murphy et al. (1985), Ratsoy (1984), Renihan and Renihan (1984), and others, maintain that the behavior and performance of administrators is a determining factor in the administrative effectiveness of an organization. According to Ratsoy and Miklos (1985a), the "actions or behaviors of administrators" (p. 11) act as determinants of administrative effectiveness. In addition, much of the literature on organizational culture views the administrator as a cultural leader (Kottkamp, 1984). Grey (1982) and Greenfield (1985) maintain that the individual is at the center of the organizational spectrum; thus, organizational effectiveness could be dependent upon the individual's characteristics.

In their study of a medium sized urban school district in Alberta, Ratsoy and Miklos

(1984) used Mintzberg's (1973) conceptualization of managerial roles. From an item-by-item analysis of the findings associated with administrative behavior roles, they found that the means for actual frequency ranged from a low of 4.00 (sometimes) for interpersonal aspects to a high of 6.13 (between almost always and always) for informational role behaviors. The findings for preferred frequency ranged from a low of 4.17 (between sometimes and often) for items associated with interpersonal behaviors, to a high of 6.46 (between almost always and always) for those related to informational behaviors.

Mintzberg's (1973) conceptualization of managerial roles was also used in the present study of the administrative behavior of central office administrators. The means for actual frequency ranged from a low of 3.77 (between seldom and sometimes) for interpersonal role behaviors, to a high of 5.27 (between often and almost always) for informational role behaviors. For preferred frequency the means ranged form a low of 5.16 (between often and almost always) for interpersonal role behaviors, to a high of 5.98 (also between often and almost always) for informational role behaviors.

The findings of the two studies agree in that informational type role behaviors were strong and it was preferred that this continue to be the case. Both studies also found that central office administrators could give more attention to improving interpersonal role behaviors.

In the present study, board members and those respondents associated with the district for 16 or more years tended to have higher expectations of central office administrators than did members of other groups. Ratsoy and Miklos (1984) did not include board members in their sample, nor did they conduct an analysis of variance classified by years in present position or years of association with the district. However, they did find that the actual and preferred frequencies assigned to administrative behavior by central office personnel were generally higher that those assigned by certificated school staff. In the present study, many of the respondents in the central office group had been with the district for a long time. If this was the case for the Ratsoy and Miklos (1984) sample, then the findings of the two studies could be similar.

In the present study, overall mean differences found interpersonal role behaviors, decisional role behaviors, and informational role behaviors, respectively, as having the greatest differences. This suggests that in terms of the degree of attention required to bring about a preferred level of effectiveness in central office administrative performance, attention could be directed toward interpersonal behaviors, decisional behaviors, and informational behaviors respectively.

The present study found that central office administrators had been effective in communicating district and provincial guidelines and policy to other district members. In addition, the amount of attention devoted to the financial aspects of running the district, certificated staff professional development and program improvement activities, the allocation of physical plant resources, objective and policy setting, staffing, teacher evaluation, and day-to-day administrative tasks, appeared to be satisfactory. The major aspect of administrative performance identified as needing improvement was the working relationships between central office administrators and other certificated staff in the district. There was also a call for the establishment of a clearly understood district philosophy implemented through explicit and practical policies, more equitable allocation of resources, more attention to public relations activities, student related concerns, educational planning and forecasting, program evaluation, and professional development activities.

In the Ratsoy and Miklos (1984) study, "developing sound policies" (p. 42) and "financial management" (p. 43) were identified as effective central office administrative practices. Ratsoy and Miklos (1984) also found that "improved communication . . . the need for closer working relationships with schools, [and] direct personal communication with teachers" (p. 43) were areas of administrative performance in which central office administrators could improve. In these respects the findings of the Ratsoy and Miklos (1984) study were very similar to those of the present study.

As stated previously the behavior and performance of administrators are important criteria in determining levels of administrative effectiveness in an organization. The findings of the present study suggest that informational, decisional, and interpersonal role behaviors are the types of behaviors expected from the central office administrators of a school district. Informational role behaviors appear to be the most important, followed respectively by decisional role behaviors and interpersonal role behaviors. The desire for central office administrators to possess strong interpersonal skills was a finding of both the present study and the Ratsoy and Miklos (1984) study.

SUMMARY OF THE CHAPTER

In this chapter the perceptions of administrators and certificated staff about administrative goals and practices and the behavior and performance of central office administrators were presented and discussed.

For administrative goals the findings indicate that the actual priority assigned to each goal area, with the exception of certificated staff monitoring goals, was significantly lower than respondents preferred. Board members and respondents associated with the district for 16 or more years tended to assign higher actual and preferred priorities to administrative goals than did the members of other groups surveyed. Respondents in their positions for a short period of time assigned a lower preferred priority to certain goal areas than did members who had been in their positions for a longer period of time.

Activities related to objective and policy setting were identified as effective central office administrative practices, whereas staff working relationships were identified as needing the greatest improvement. Financial control and resource allocation and program-related matters were identified as the main school board administrative performance strengths. However, like central office administrative practices, staff working relationships were identified as the area requiring the greatest improvement on the part of the board.

With respect to administrative behavior, significant differences were found between actual and preferred frequencies. Board members and those associated with the district for 16 or more years tended to report higher actual and preferred frequencies for the three behavioral roles than did members of the other groups.

The aspect of administrative performance identified as being most effective was the communicating of district and provincial guidelines and policies to other district members. The area in need of the greatest improvement was the working relationships between central office administrators and other certificated staff in the district.

A common finding from both the administrative goals and practices and the administrative behavior and performance data was that the administrators of the district need to possess strong interpersonal skills and an orientation to educational rather than organizational details.

The findings related to administrative goals and practices, and administrative behavior and performance were in some ways similar to those of Ratsoy and Miklos (1984).

Chapter 6

PERCEPTIONS OF ORGANIZATION

In this chapter the findings related to the third and fourth research questions of general question one are presented and discussed. These are:

1.3 What perceptions do administrators and certificated staff have of the organizational structure of the district?

1.4 What perceptions do administrators, certificated staff, and noncertificated staff have of the organizational climate of the district?

PERCEPTIONS OF ORGANIZATIONAL STRUCTURE

Data about organizational structure characteristics were obtained by asking respondents to rate, on a seven-point-scale ranging from very low to very high, the extent to which each of 18 items were characteristic of their district and the extent to which they were preferred as district characteristics. Features of organizational structure were assessed by asking respondents to comment on those features of the district's structure which were effective and desirable, and changes to be considered in improving the organizational structure of the district.

Organizational Structure Characteristics

The factor analysis (Appendix E, Table 3) of 18 organizational structure items produced three factors or main organizational structure characteristics. Ranked according to the extent to which the structural variables were perceived to be characteristic of the district (actual extent) on the seven-point scale, these were bureaucratization characteristics, formalization characteristics, and operationalization characteristics (Table 6.1).

For bureaucratization characteristics information was collected about the actual and preferred extent to which (a) policies and procedures for the operation of the school district are formalized, (b) central office administrators and board members use a manual of policies and procedural guidelines, (c) policy decisions are implemented and enforced by central office administrators, (d) responsibilities for policy making and policy implementation are clearly defined, (e) explicit role definitions exist for each position in the administrative structure, (f) the decision making process is monitored by central office administrators, (g) adequate numbers of supervisory and consultative personnel are based in central office, and (h) district-wide policy decisions are made by the school board.

Formalization characteristics related to the actual and preferred extent to which (a) authority relationships and channels of communication are clearly defined, (b) central office administrators specialize in certain task areas or functions, (c) the superintendent and assistant superintendents exercise direct supervision over those at lower levels in the central office, (d) routines are established for repetitive administrative tasks, and (e) functions of central office personnel and school administrators are clearly differentiated.

Operationalization characteristics were items related to the extent to which the bureaucratic and formalized aspects of the district were put into practice. Information was collected about the actual and preferred extent to which (a) operational decisions are decentralized to schools and other units in the district, (b) roles of supervisors and consultants in central office are defined mainly in terms of providing support for teaching and learning, (c) task forces and committees are used in carrying out selected

Table 6.1

Comparison of Actual and Preferred Organizational Structure Characteristics

		Actual*			Preferred*				
Factor	N	Mean	S.D.	Rank	Mean	S.D.	Rank	t-Value	Significance
1. Bureaucratization Characteristics	129	5.53	0.74	1.5	5.74	0.71	2	-3.27	0.00
2. Formalization Characteristics	129	5.53	0.75	1.5	5.67	0.86	3	-2.02	0.05
3. Operationalization Characteristics	129	4.95	0.90	3	5.94	0.66	1	-12.96	0.00

*Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

administrative functions, (d) central office administrative roles and responsibilities serve the needs of the district, and (e) certificated staff members have significant input into the decision making process.

Using the results of the factor analysis, the organizational structure data were subjected to a number of statistical tests. Correlated t-tests were used to determine significant differences beyond the .05 level between overall actual and preferred frequency for each of the characteristics (Table 6.1). Analysis of variance (F-tests) were used to determine significant differences between groups of respondents classified by position in the district (Table 6.2), years in present position (Table 6.3), and years of association with the district (Appendix G, Table 2), for each structural characteristic.

Overall actual and preferred extent. As summarized in Table 6.1, the actual frequency means for the three organizational characteristics ranged from a low of 4.95 (between medium and moderately high) for operationalization characteristics, to a high of 5.53 (between moderately high and high) for bureaucratization and formalization characteristics. For preferred extent, means ranged from a low of 5.67 (between moderately high and high) for formalization characteristics, to a high of 5.94 (also between moderately high and high) for operationalization characteristics. Statistically significant differences, beyond the .05 level of significance, were found between actual and preferred means for bureaucratization and operationalization characteristics. No significant difference was found between the two means for formalization characteristics.

As Table 6.1 shows, bureaucratization characteristics ranked first for actual extent, with a mean of 5.53, and second for preferred, with a mean of 5.74. That is, respondents perceived bureaucratization to be "moderately high" to "highly" characteristic of the district's structure. While it was desired that the extent of bureaucratization be

Table 6.2

Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Organizational Structure Characteristics Classified by Position in District

		Group 1 Board (N=11)	Group 2 C.O. (N=14)	Group 3 Principals (N=18)	Group 4 Teachers (N=82)		
Factor	A* P†	Mean	Mean	Mean	Mean	F-ratio	Significantly Different Groups
1. Bureaucratization Characteristics	A	5.88	5.66	5.35	5.50	1.21	None
	P	6.32	5.74	5.53	5.70	2.91	1;3 & 1;4
2. Formalization Characteristics	A	5.67	5.33	5.41	5.55	0.56	None
	P	6.28	5.19	5.46	5.71	3.75	1;2
3. Operationalization Characteristics	A	5.11	5.03	4.88	4.92	0.20	None
	P	6.16	6.00	5.74	5.98	0.99	None

* A = Actual Priority
† P = Preferred Priority

Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

Table 6.3

Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Organizational Structure Characteristics Classified by Years in Present Position

Factor	A* P†	Group 1 1-3 Years (N=39) Mean	Group 2 4-10 Years (N=39) Mean	Group 3 11+ Years (N=55) Mean	F-ratio	Significantly Different Groups
1. Bureaucratization Characteristics	A	5.25	5.54	5.67	3.74	3;1
	P	5.70	5.73	5.75	0.07	None
2. Formalization Characteristics	A	5.39	5.70	5.50	1.68	None
	P	5.42	5.75	5.79	2.31	None
3. Operationalization Characteristics	A	4.88	4.82	4.06	0.90	None
	P	5.84	5.86	6.07	1.76	None

* A = Actual Priority
† P = Preferred Priority

Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

increased, it was found that these characteristics were slightly less desirable than operationalization characteristics. Attention to the bureaucratic aspects of the district was desired; however, the degree of attention directed toward improving on this characteristic need not be as great as that devoted to operationalizing what was already in place.

Formalization characteristics, with a mean of 5.53, ranked first for the actual extent to which they were characteristic of the district's structure. For preferred extent these structural characteristics ranked third, with a mean of 5.67 (Table 6.1). This suggests that respondents perceived formalization as being "moderately high" to "highly" characteristic of the district's structure. Even though it was preferred that this continue to be the case, a third place ranking for preferred indicated that respondents would like this aspect to be given less attention than operationalization or bureaucratization characteristics. There were no significant differences between the actual and preferred means for formalization characteristics. This indicates that respondents were fairly comfortable with this characteristic of the district's organizational structure.

Table 6.1 shows that operationalization characteristics ranked third for actual extent, with a mean of 4.95, and first for preferred with a mean of 5.94. Thus, while respondents perceived bureaucratization and formalization to be "moderately high" to "highly" characteristic of the district's structure, the extent to which these aspects were operationalized was only a "medium" to "moderately high" extent. That is, respondents preferred that increased emphasis be placed on operationalization characteristics.

Analysis of variance by position in district. No statistically significant differences between groups were found for the actual and preferred extent of operationalization characteristics classified by position in district (Table 6.2).

While no differences were found between classifications for the actual extent of bureaucratization characteristics, Group 1 (board members), with a mean of 6.32, were significantly different from Group 3 (principals), with a mean of 5.53, and Group 4 (teachers), with a mean of 5.70, on preferred for these characteristics (Table 6.2). These findings suggests that board members preferred a more highly bureaucratic system than members of the other two groups. That is, board members preferred a greater centralized authority with clear-cut policies and procedures than did employees of the district. According to the literature, bureaucratic organization and structure is perceived as a form of control by those who occupy management or administrative positions. This may explain why board members, as the official administrators of the district, desired a greater emphasis on bureaucratization characteristics than did those who worked in the system.

The findings for formalization characteristics revealed no statistically significant differences between groups for the actual extent of this characteristic. However, for preferred extent, Group 1 (board members), with a mean of 6.28, and Group 2 (central office certificated personnel), with a mean of 5.19, were significantly different beyond the .05 level (Table 6.2).

The differences in perceptions between these two groups may be explained by the notion that the board saw itself as the official, centralized administrative body and, because of this, would like to see more procedures in place to govern the administrative operation of the district. The central office certificated personnel group, which included the superintendent and assistant superintendents, is in a real sense responsible for formalization of the district's structure. As a result, this group may have felt that a high degree of formalization might act as a deterrent in other areas of the district's administrative operations. In their responses the central office group did perceive the actual extent of formalization to be greater than they preferred.

Analysis of variance by years in present position. The findings associated with formalization and operationalization characteristics classified by years in present position (Table 6.3) found no statistically significant differences for the actual or preferred extent of these characteristics. However, for bureaucratization characteristics it was found that Group 3 (11- plus years), with a mean of 5.67, was significantly different from those in Group 1 (1 to 3 years), with a mean of 5.25, for actual extent. That is, respondents in Group 3 indicated a higher actual degree of bureaucratization than those in Group 1. No significant differences were found between groups on the preferred extent of these characteristics.

Analysis of variance by years of association with district. No significant differences were found between groups for the actual and preferred extent of bureaucratization characteristics, formalization characteristics, or operationalization characteristics using years of association with the district as group classifications (Appendix G, Table 2).

Summary. Bureaucratization and formalization characteristics both occupied the first place ranking for actual extent, whereas operationalization characteristics ranked third. For preferred extent, operationalization characteristics, bureaucratization characteristics, and formalization characteristics ranked first, second, and third respectively. The findings indicate that respondents preferred an increased emphasis on operationalization and bureaucratization characteristics. Since there were no significant differences between the actual and preferred means for formalization characteristics, it appeared that respondents were fairly satisfied with these aspects of the district's organizational structure.

The two organizational structure characteristics perceived by the respondents as requiring increased attention by central office administrators were operationalization and bureaucratization. Since the operational aspects of the bureaucratic structure ranked first for preferred, that is the area in which the greatest amount of attention was desired. Attention to the bureaucratic aspects of the district was also desired; however, the degree of attention given to these characteristics need not be as great as that devoted to operationalizing what was in place.

The actual and preferred ratings of board members were generally higher than those of the other groups. Since board members are fairly removed from the actual day-to-day administration of the district perhaps one way of at least attempting to ensure that the organization was run to their expectations was to have a fair degree of emphasis on the bureaucratic and formalized structural aspects and expect that the system be operationalized in this context.

An examination of the findings classified by years in present position revealed no statistically significant differences between groups with respect to the actual and preferred extent of formalization and operationalization characteristics, or the preferred extent of bureaucratization characteristics. In addition, no significant differences were found between groups for any of the three organizational structure characteristics classified by years of association with the district.

In general, the findings suggest that the formalized bureaucratic nature of the district's administrative operations was acceptable to administrators and other members of the district. Board members and those respondents with more experience preferred more attention to each of the three areas of bureaucratization characteristics, formalization characteristics, and operationalization characteristics. Perhaps because of the nature of the roles they fulfill, members of the central office certificated staff preferred less attention to formalization. In addition, those who had recently been subjected to formalized procedures expressed a lower preference for these characteristics of the district's structure.

Overall mean differences (Figure 6.1) between the actual and preferred extent of bureaucratization characteristics and formalization characteristics indicated a fair degree of effectiveness in these two areas. However, the findings did indicate a high degree of preference for the operationalization of the policies and other formalized procedures that existed.

Features of Organizational Structure

Findings obtained using two open-ended questions relating to effective and desirable features of the district's organizational structure and changes that could be considered in improving the organizational structure are rank ordered and summarized in Table 6.4.

Respondents suggested that the division of roles and responsibilities, the committee structure which facilitated input, clearly outlined policies and procedures, and the centralization of services were the most effective and desirable features of the organizational structure of the district. In considering improvements to the organizational structure, respondents suggested that a way could be found to facilitate better working relationships between central office certificated personnel and teachers and other certificated district staff. Greater hands-on classroom involvement by administrators and other certificated staff based in the central office was also desired. Decentralization was viewed as a way of improving staff working relationships and increasing the level of contact that district level certificated personnel had with the schools. The clarity with which certain roles were defined and the extent to which district philosophy and policy were understood and followed, were also perceived as requiring increased attention in efforts to improve the organizational structure of the district.

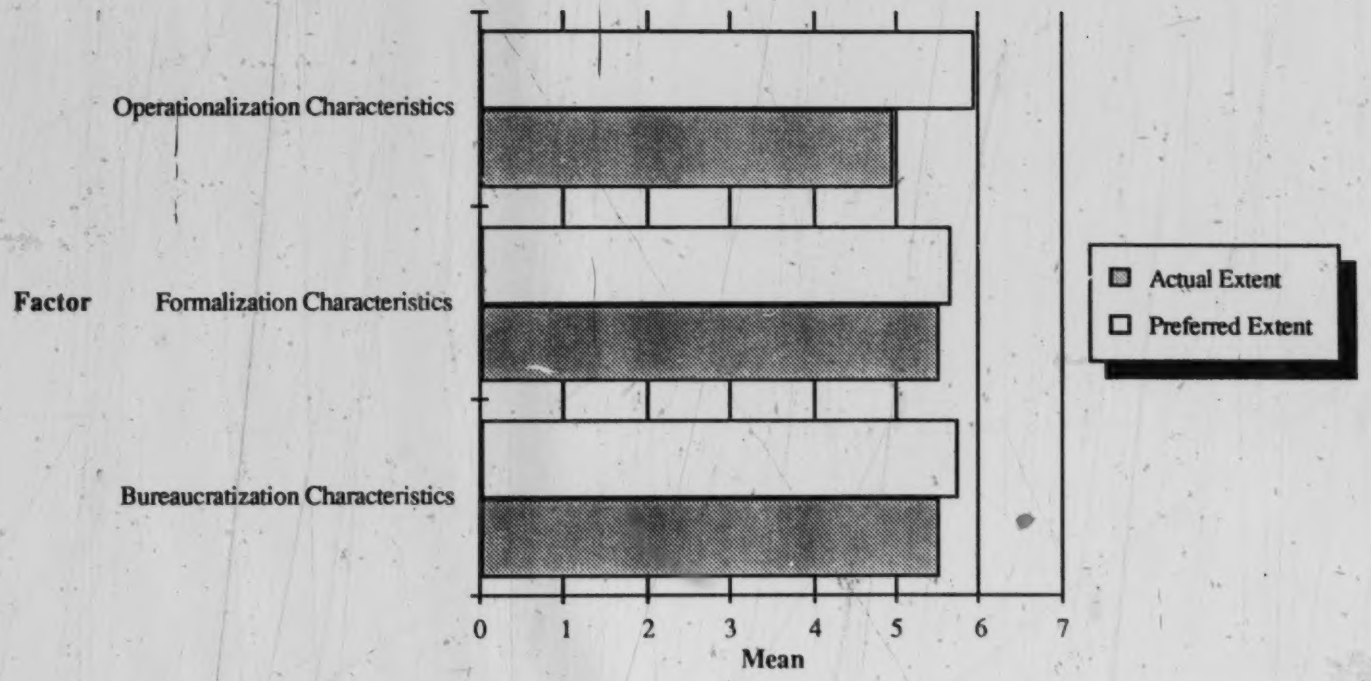

Figure 6.1. Comparison of Means for Actual and Preferred Organizational Structure Characteristics

Table 6.4

A Comparison of Effective and Desirable Features of Organizational Structure and Changes to be Considered in Improving the Organizational Structure

Effective and Desirable Features of the Organizational Structure of the District.	N	Rank	Changes to be Considered in Improving the Organizational Structure of the District.	N	Rank
Division of Responsibilities	58	1	Staff Working Relationships	29	1
Committee Structure	39	2	Contact with whe Classroom	28	2
Policies and Procedures	15	3	Decentralization	17	3
Centralized Services	12	4	Role Clarification	12	4
Professional Development	4	5	Board Awareness	6	6
Financially Sound	1	6.5	Objective and Policy Setting	5	7
Staffing	1	6.5	Administrator Work Load	1	9.5
Other Comments - Don't Know (1) - It is not very effective (1) - The hierarchical structure appears to be falling apart. (1) - Nil (1)			Public System	1	9.5
			Teachers as Board Members	1	9.5
			Public Relations	1	9.5
			Other Comments - No Changes (11)		
Categories were derived from replies of 85 respondents.			Categories were derived from replies of 90 respondents.		

9

PERCEPTIONS OF ORGANIZATIONAL CLIMATE: SATISFACTION WITH DISTRICT

Data about organizational climate were obtained by asking respondents to rate on a seven-point scale ranging from very low to very high, their degree of satisfaction with each of 22 items. Features of organizational climate and satisfaction with the district were assessed through four open-ended questions. Information from noncertificated staff was obtained by asking clerical and secretarial personnel to rate their degree of satisfaction on the seven-point scale and to complete two open-ended questions.

Organizational Climate

The factor analysis (Appendix E, Table 4) of 21 organizational climate items produced three main categories of variables or aspects of climate. Ranked from high to low on the seven-point scale (Table 6.5) these are: member engagement, member esprit de corps, and member significance. An item relating to overall satisfaction was not included in the factor analysis and, therefore, was not included in the rankings with the other three.

Perceptual data for member engagement were acquired in relation to (a) the extent to which members take advantage of opportunities to improve themselves, (b) the extent to which members look for better ways to do their work, (c) the extent to which members of the district take pride in their work, (d) the extent to which district members are concerned about what happens in the district, and (e) the enthusiasm members of the district have for their work.

For member esprit de corps, data were collected which related to (a) the level of cooperation between members of district staff and administrators, (b) the extent to which members of the district respect each other, (c) the extent to which members of the district show kindness toward each other, (d) the extent to which members are made to feel they

Table 6.5

Satisfaction with Organizational Climate

Factor	N	Degree of Satisfaction Mean	S.D.	Rank
1. Member Engagement	131	4.78	0.82	1
2. Member Esprit de Corps	132	4.50	1.02	2
3. Member Significance	133	3.98	1.05	3
4. Overall Satisfaction†	130	4.62	1.21	NA

† Item 22 was a global item and was considered a separate factor for the purposes of indicating a general degree of satisfaction with work and working conditions in the district.

Means for degree of satisfaction responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

are part of the district, (e) the extent to which there is collaboration between members in different positions, (f) the extent to which members of the district share their concerns with each other, (g) the attitudes of members about general working conditions, and (h) the degree of trust between district administrators and district certificated staff.

With respect to member significance, data were obtained about (a) the extent to which problems are regarded as opportunities to seek improvements, (b) the extent to which members are able to achieve personal goals through their work, (c) extent to which ideas of administrators and staff members have an impact on what actually happens in the district, (d) the extent to which the unique characteristics of individual district members are recognized and accepted, (e) the extent to which members are able to influence important decisions, (f) the extent to which differences between district personnel and units in the district are accepted, (g) the extent to which individuals are encouraged to be creative in carrying out their responsibilities, and (h) the extent to which local board members are aware of the interests of district personnel.

Data for overall satisfaction were collected by asking respondents to indicate their general degree of satisfaction with work and working conditions in the district.

Following the results of the factor analysis, mean scores for each factor were computed. Analysis of variance (F-tests) was then used to determine significant differences beyond the .05 level between groups of respondents classified by position in the district (Table 6.6), years in present position (Appendix G, Table 3), and years of association with the district (Appendix G, Table 4).

General findings. An examination of the findings (Table 6.5) for each aspect of organizational climate places all means within the "moderately low" (3.98) to "moderately high" (4.78) range. The responses for member engagement ranged from 2.40 (between

Table 6.6

Results of the One-way Analysis of Variance for Mean Scores of Factors for Satisfaction with Organizational Climate Classified by Position in District

Factor	D*	Group 1 Board (N=11) Mean	Group 2 C.O. (N=14) Mean	Group 3 Principals (N=18) Mean	Group 4 Teachers (N=82) Mean	F-ratio	Significantly Different Groups
1. Member Engagement	D	5.16	4.79	4.84	4.72	0.94	None
2. Member Esprit de Corps	D	5.14	3.78	4.53	4.52	4.00	1;2 & 4;2
3. Member Significance	D	4.10	3.59	4.33	3.96	1.52	None
4. Overall Satisfaction†	D	4.89	4.29	4.83	4.57	0.71	None

* D = Degree of Satisfaction

† Item 22 was a global item and was considered a separate factor for the purposes of indicating a general degree of satisfaction with work and working conditions in the district.

Means for degree of satisfaction responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

low and medium low) to 6.60 (between high and very high). With a mean of 4.78 this area ranked first as that in which the highest levels of satisfaction existed among members of the district. Responses for member esprit de corps ranged from 1.50 (midway between very low and low) to 6.75 (between high and very high), for all 133 respondents. With a mean of 4.50 this aspect ranked second in satisfaction among board members and certificated staff. Responses for member significance ranged from 1.50 (midway between very low and low) to 6.63 (between high and very high). This aspect, with a mean of 3.98, ranked lowest in satisfaction with the organizational work climate in the district. Responses for overall satisfaction ranged from 2.00 (low) to 7 (very high), the mean being 4.67.

Analysis of variance by position in district. An examination of data classified by position in the district (Table 6.6) revealed no significant differences between groups for member engagement, member significance, and overall satisfaction. However, some statistically significant differences were found between central office personnel and other groups for member esprit de corps.

Group 2 (central office personnel), with a mean of 3.78, was significantly different from Group 1 (board members), with a mean of 5.14, and Group 3 (teachers), with a mean of 4.52. This finding indicates that central office personnel, including the superintendent and assistant superintendents, were not as satisfied as members of the other groups with the level of cooperation, respect, kindness, belonging, collaboration, sharing, and trust among district certificated staff. A number of explanations may be offered for these differences.

By virtue of the positions they hold, this group may feel somewhat isolated from the mainstream activities of schools. Central office personnel, particularly the superintendent and assistant superintendents, are directly responsible for the formulation and implementation of board policy, the general administration of the district, and related matters. In this regard they may feel that they are the sole movers and shakers, and flak givers and takers, as far as both the board and certificated school based personnel are concerned. For this reason they may perceive that they are neither respected nor appreciated by other members of the organization.

As a group, central office personnel are separated physically as well as by status from other members of the district. The nature and type of contact they have with personnel in the district may be a determining factor for this type of response. Being troubleshooters, this group may only be consciously aware of problems and disgruntled personnel. Their involvement with negative aspects of the administration of the district may preclude their being fully aware of the positive. For this reason they may feel that district personnel generally have low morale.

Being isolated from schools and teachers in the district, central office certificated personnel may not see any real, concrete evidence of their work. In addition, perhaps because of differing philosophical understandings and value systems within the central office and across the district, individuals within this group may feel that their contributions and abilities are not fully recognized and respected.

Analysis of variance by years in present position and by years of association with district. The findings for member engagement, member esprit de corps, member significance, and overall satisfaction classified by years in present position revealed no statistically significant differences between groups. An analysis of the data classified by years of association with the district revealed no statistically significant differences between groups for member engagement, member esprit de corps, member significance, or overall satisfaction.

Summary. The findings indicate "moderately low" to "moderately high" satisfaction among administrators and certificated staff with various aspects of the organizational climate of the district. Their overall satisfaction with work and working conditions was "medium" to "moderately high" (Figure 6.2).

No significant differences were found between groups of respondents classified by years in present position and years of association with district. Significant differences were found between board members and central office personnel, and teachers and central office personnel for member esprit de corps. However, no significant differences were found between groups classified by position in district for member engagement, member significance, or overall satisfaction.

Board members are traditionally the most removed from the overall, day-to-day administration of the district; yet as as group they indicated the highest degree of satisfaction in terms of member esprit de corps, member engagement, and overall satisfaction. By indicating the highest perceptions of morale and member engagement, this group obviously felt that their contributions as well as those of other members were valued and appreciated, and that they were treated with respect. Perhaps because they occupied the most powerful position, this group expected that they and others would be respected and highly engaged. In addition, because they are not involved in day-to-day administrative problem solving, they may not be entirely aware, in a real sense, of the true operation of the district.

Next to board members, principals perceive the highest morale and the highest levels of engagement and member significance, and are high with respect to overall satisfaction. By the nature of their role, principals may be in a better position to see both the negative

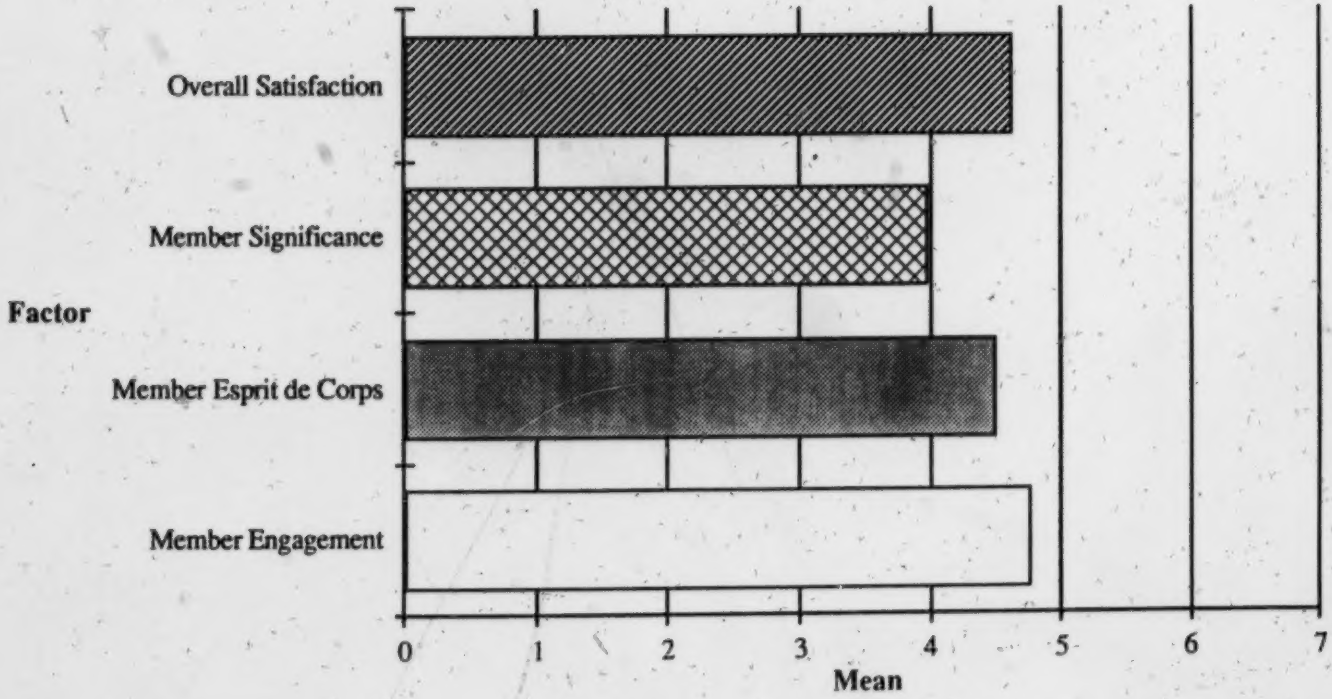

Figure 6.2. Means for Satisfaction with Organizational Climate

and positive features of the district's organizational work climate. Their direct, day-to-day contacts with teachers and students afford them the opportunity of a good perspective on how members of the district actually perceive work and working conditions. Perhaps because they are school specific they can more easily see the direct rewards of their work, and with their importance and influence are better able to determine what will happen in their schools and perhaps in the district as a whole.

Responses to the open-ended questions tend to suggest that principals had a fair degree of autonomy. They appear to be the group that in many ways determine the extent to which board policies and guidelines are implemented in the schools of the district. Because they are in a position where power and control is consolidated, principals are more likely to perceive a higher degree of satisfaction than other members of the district.

Teachers ranked third overall in terms of group satisfaction with organizational climate. With respect to member esprit de corps, this group's perceptions of morale in the district are higher than central office personnel but lower than board members and principals. Teacher's perceptions of member significance are also greater than central office personnel and lower than the other two groups. For member engagement this group is the lowest of all four groups.

In some ways, similar to principals, teachers perceive the extent to which members of the district cooperate, respect, trust, collaborate, and share with one another as being at a "medium" to "moderately high" level. This is somewhat higher than central office personnel but lower than board members. In terms of member significance, teacher's perceptions are "moderately low" to "medium." Perhaps by being "in the trenches," as some respondents put it, teachers may feel they are not overly important, or that they are there to carry out the wishes of management with little consideration to the notion, as one respondent declared, that they too "have a lot to offer."

As a group, central office personnel scored lowest for member esprit de corps, member significance, and overall satisfaction, and second lowest for member engagement. That is, the superintendent, assistant superintendents, and program coordinators reported the lowest morale and indicated that the extent to which the district accepts, respects, and recognizes other individuals and groups who work in the district to be low. These findings suggest that the central office group was the least satisfied of all groups surveyed.

In brief, board members appear to be the most highly satisfied, followed by principals, teachers, and central office personnel. The explanations offered may account for some of the differences between those groups and help to determine why central office personnel were the least satisfied and felt that satisfaction was generally low throughout the system.

Features of Organizational Climate

Findings obtained through two open-ended questions related to effective and desirable features of the district's organizational climate and changes that could be considered to improve organizational climate are rank ordered and summarized in Table 6.7.

The majority of respondents (44 percent) suggested that the working relationships between central office certificated personnel and other members of the district were the most effective and desirable feature of the organizational climate in the district. The committee structure, individual autonomy, and professional development activities were also cited as being effective and desirable to some individuals.

A significant proportion of the population surveyed (11 percent) suggested that there were no effective and desirable features in the organizational climate of the district. As

Table 6.7

A Comparison of Effective and Desirable Features of Organizational Climate and Changes to be Considered in Improving the Organizational Climate

Effective and Desirable Features of the Organizational Climate of the District.	N	Rank
Staff Working Relationships	38	1
Committee Structure	15	2
Autonomy	8	4
Professional Development	4	5
Common Objectives	2	6
Financial Affairs	1	8
Protestant non-Pentecostal Schools	1	8
Realigning Responsibilities	1	8

Other Comments
- None (9)
- Don't Know (4)
- It's Negative (1)
- Presently Satisfactory (1)

Categories were derived from replies of 71 respondents.

Changes to be Considered in Improving the Organizational Climate of the District.	N	Rank
Staff Working Relationships	72	1
Bureaucracy	6	2
Staffing	4	3
Student Needs	2	4.5
Operationalize Current Structure	2	4.5
Curriculum Basics	1	7.5
Greater Adaptation to Environmental Changes	1	7.5
Public School System	1	7.5
Reduced Teacher Work Load	1	7.5

Other Comments
- None (2)
- Satisfactory (3)
- Don't Know (1)

Categories were derived from replies of 81 respondents.

supported by earlier findings, this may indicate that certificated staff throughout the district were not entirely satisfied with certain features of the district's organizational work climate.

The feature of the district's organizational climate identified as being in need of improvement was the working relationships between central office certificated staff and other members of the district. Even though this area was also identified as the most effective and desirable feature of the district's organizational climate, it was obvious from these findings that the vast majority of those surveyed (75 percent) would like to see more emphasis placed on human relations activities. From the suggestions of the respondents it appeared that if better working relationships existed between central office certificated staff and other certificated staff in the district, the overall administrative operation of the district would improve.

Other responses related to improvement suggested that the bureaucratic orientation of the district be changed, staffing practices and student needs be given more attention, the existing structure be operationalized, there be more emphasis on basics in the curriculum, there be greater adaptation to environmental changes, there be a change to a public school system, and that teacher work load be reduced. These findings tend to support those related to organizational structure, where respondents indicated that the bureaucratic nature of the district could be lessened and that more emphasis could be placed on operationalizing the structure that was already in place. These findings are supported by those related to administrative practices, administrative performance, and features of organizational structure in need of improvement.

Satisfaction with District

In two open-ended questions, board members, central office administrators, and other certificated staff were asked to indicate what they found most satisfying about being a member of the district and what would likely increase their level of satisfaction with the district. The findings are rank ordered and summarized in Table 6.8.

Respondents indicated that they were somewhat satisfied with the working relationships between central office certificated personnel and other certificated staff in the district. In addition, the atmosphere for professional growth and socialization that existed in the district was satisfying to some respondents. Others suggested that knowing they were having a beneficial impact on students and the degree of autonomy they felt they had, were very satisfying. A small percentage of others indicated that the amount of resources available to support teaching and learning, clearly defined roles, and the location of the district, were most satisfying.

In their comments, respondents suggested that an improvement in the relationship between teachers and schools, and central office personnel would likely increase their level of satisfaction with the district. More attention on the part of central office administrators to student well-being; the allocation of financial, physical, and learning resources; the selection and placement of certificated staff; more appropriate objective and policy setting; and better public relations, were also cited as changes that would likely increase the level of satisfaction with the district.

While the working relationship between central office certificated staff and other certificated staff throughout the district was identified as being most satisfying, it was also the area requiring the most change to increase the level of satisfaction with the district. The finding that relationships between central office certificated staff and other district members could be improved was common throughout the study.

Table 6.8

A Comparsion of What Members of the District Find Most Satisfying and Changes Which Would Likely Increase Their Level of Satisfaction

Most Satisfying	N	Rank	Changes Which Would Likely Increase the Level of Satisfaction with the District	N	Rank
Staff Working Relationships	71	1	Staff Working Relationships	69	1
Professional Growth and Socialization	28	2	Student Well-being	34	2
Impact on Students	22	3	Resource Allocation	23	3
Autonomy	19	4	Staffing	20	4
Resources	4	5	Objective and Policy Setting	15	5
Clearly Defined Roles	3	6	Public Relations	3	6
Dictrict Location	2	7			
Other Comments			Other Comments		
- Not a thing (1) - Rarely do I get asked to do ridiculous tasks such as this. (1)			- Nothing (3)		

Categories were derived from replies of 115 respondents.

Categories were derived from replies of 115 respondents.

Noncertificated Staff Satisfaction

On a seven-point scale using Form B of the Inventory of School District Operations, noncertificated staff recorded their level of satisfaction with general administration and personnel relations in the district. Two open-ended questions collected data about what this group found most satisfying and what changes would likely increase their level of satisfaction with the district.

Satisfaction with general administration. The findings related to noncertificated staff satisfaction with the general administration of the district are presented in Table 6.9. For each item means ranged from 3.88 (between moderately low and medium) to 5.69 (between moderately high and high). The highest means were recorded for items relating to supplies and equipment, selection and placement, freedom in decisions, reports submitted to supervisor, work expectations, and overall satisfaction with the general administration of the district. Lower means were recorded for supervision and evaluation, physical facilities, job description, and salary and benefits.

These findings suggest "moderately high" to "high" levels of satisfaction among noncertificated staff with regard to the type, quality, and amount of supplies and equipment they have for doing their job; the way people in their classification are selected and placed; the amount of freedom they have in making decisions about their work; the number and types of reports they are asked to submit to their supervisors; the type of work they are expected to do; and the general administration of the district. Their level of satisfaction with the way they are supervised and evaluated, the design and maintenance of the building in or from which they work, and how clearly defined their jobs are was "medium" to "moderately high." Satisfaction with salary and benefits was "moderately low" to "medium."

Table 6.9

Overall Satisfaction of Noncertificated Personnel with the General Administration of the District

Item	N	Degree of Satisfaction* Mean	S.D.	Rank
How satisfied are you with:				
1. the way in which people in your type of position are selected and placed?	16	5.63	1.09	2
2. the way in which the work of people in your type of position is supervised and evaluated?	16	4.75	1.18	7
3. the type, quality, and amount of supplies and equipment which you have for doing your work?	16	5.69	1.45	1
4. the design and maintenance of the building or office in which (or from which) you do your work?	16	4.63	2.03	8
5. the number and types of reports which you are asked to submit to your supervisor?	16	5.50	1.55	4
6. how clearly the job which you are expected to do is defined?	16	4.25	1.81	9
7. the amount of freedom you have in making decisions about your work?	16	5.56	1.41	3
8. the type of work which you are expected to do?	16	5.44	0.89	5
9. the salary and benefits for your type of position?	16	3.88	1.41	10
10. the general administration of the district?	16	5.13	1.63	6

* Response categories for degree of satisfaction were the following:
1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

Satisfaction with personnel relations. The findings for noncertificated staff satisfaction with personnel relations in the district are presented in Table 6.10. Means for each item ranged from a low of 4.31 to a high of 4.94, between "medium" and "moderately high." The highest means were recorded for cooperation and improvement, acceptance, kindness, sharing, and renewal. Slightly lower means were found for enthusiasm and interest. In other words, noncertificated staff registered "medium" to "moderately high" satisfaction with the extent to which people with whom they work cooperate with each other, share their concerns with each other, are enthusiastic about their work, are interested in what happens in the district, take advantage of opportunities to improve themselves, make new members of staff feel a part of the group, look for better ways to do their work, and show kindness toward others.

With respect to a general degree of satisfaction with work and working conditions in the district, responses ranged from 4 (medium) to 7 (very high), with a mean of 5 (moderately high).

Most satisfying aspects. Respondents indicated that they felt the warm and friendly attitudes and cooperation on the part of district level personnel; meeting and knowing people from other parts of the district; the challenging, interesting, and rewarding work they do; just having a job; being a member of a progressive educational organization; being around children; having the freedom to plan their own work; and working at a school as being most satisfying.

Changes likely to increase satisfaction. Changes most likely to increase noncertificated staff satisfaction with the district were additional clerical and secretarial staff and more time to do their work, a lighter work load, better selection and placement procedures and more consistent job descriptions, better equipment and facilities, better

Table 6.10

Overall Satisfaction of Noncertificated Personnel with Personnel Relations in the District

Item	Degree of Satisfaction*			
	N	Mean	S.D.	Rank
How satisfied are you with the extent to which the people with whom you work:				
1. cooperate with each other?	16	4.94	1.84	1.5
2. share their concerns with each other?	16	4.69	1.70	5
3. are enthusiastic about their work?	16	4.44	1.83	7
4. are interested in what happens in the district?	16	4.31	1.78	8
5. take advantage of opportunities to improve themselves?	16	4.94	1.81	1.5
6. make new members of staff feel a part of the group?	16	4.88	2.06	3
7. look for better ways to do their work?	16	4.50	1.79	6
8. show kindness toward others?	16	4.75	1.98	4

* Response categories for degree of satisfaction were the following:
1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

salary and benefits, increased funding from government, better human relations and more recognition, and a change of district certificated personnel attitudes toward central office.

Summary. While some degree of satisfaction existed among noncertificated staff who were surveyed, it was evident that some members of this group were also somewhat dissatisfied. Respondents appeared to be generally satisfied with their place of work, the type of work they were doing and personnel relations (Figure 6.3 and Figure 6.4). In responses to the open-ended questions, noncertificated staff were similar to board members and certificated staff in indicating that they were not entirely satisfied with the working relationships between central office and other members of the district. The highest levels of dissatisfaction were recorded for this area as well as for salary and benefits, and work load.

PERCEPTIONS OF ORGANIZATION: A SUMMARY AND DISCUSSION

In this section the findings related to the perceptions of administrators and members of the district about organizational structure and climate, are summarized and compared with those of the Ratsoy and Miklos (1984) study.

Organizational Structure

Organizational structure is defined by Steers (1977) as "the manner in which an organization organizes its human resources for goal directed activity" (p. 59). The level of administrative effectiveness evident in any organization is said to be directly related to the structure of the organization. For organizational structure Ratsoy and Miklos (1984) examined items associated with formalization, specialization, centralization, standardization, hierarchy, rationality, differentiation, temporary systems, and support staff. While the items for organizational structure in the present study were similar to

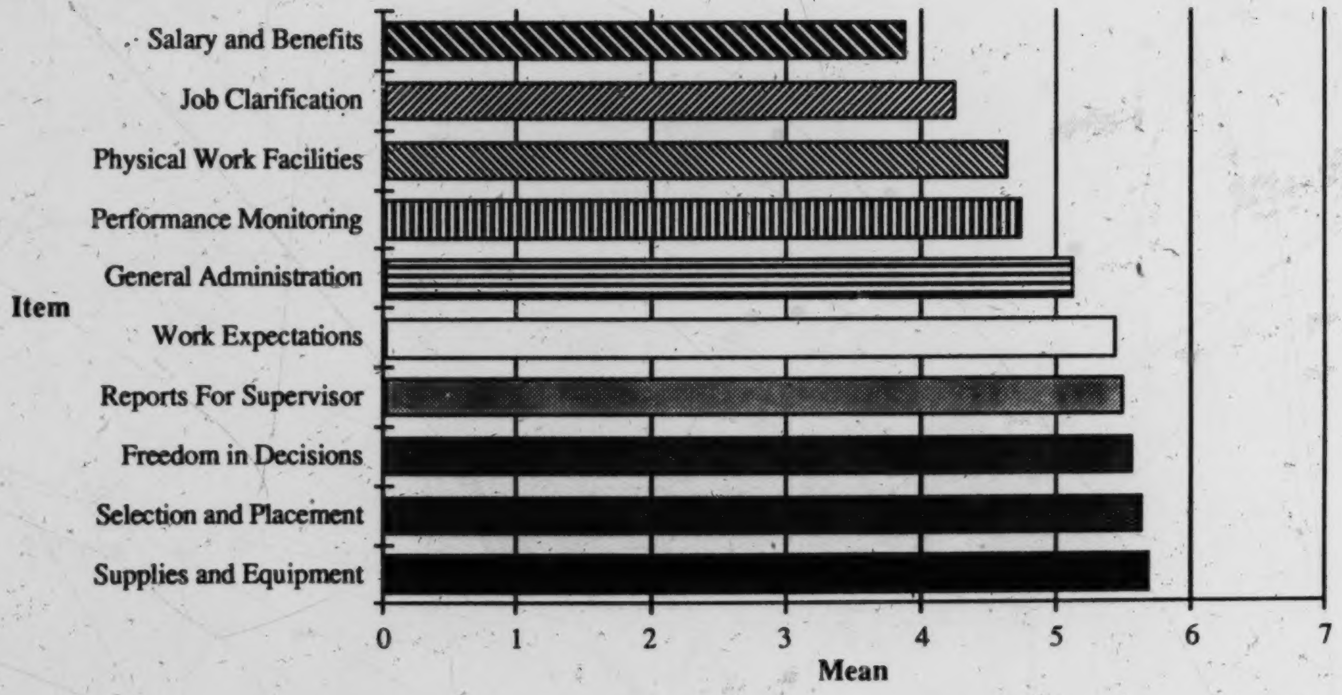

Figure 6.3. Noncertificated Staff Satisfaction with the General Administration of the District

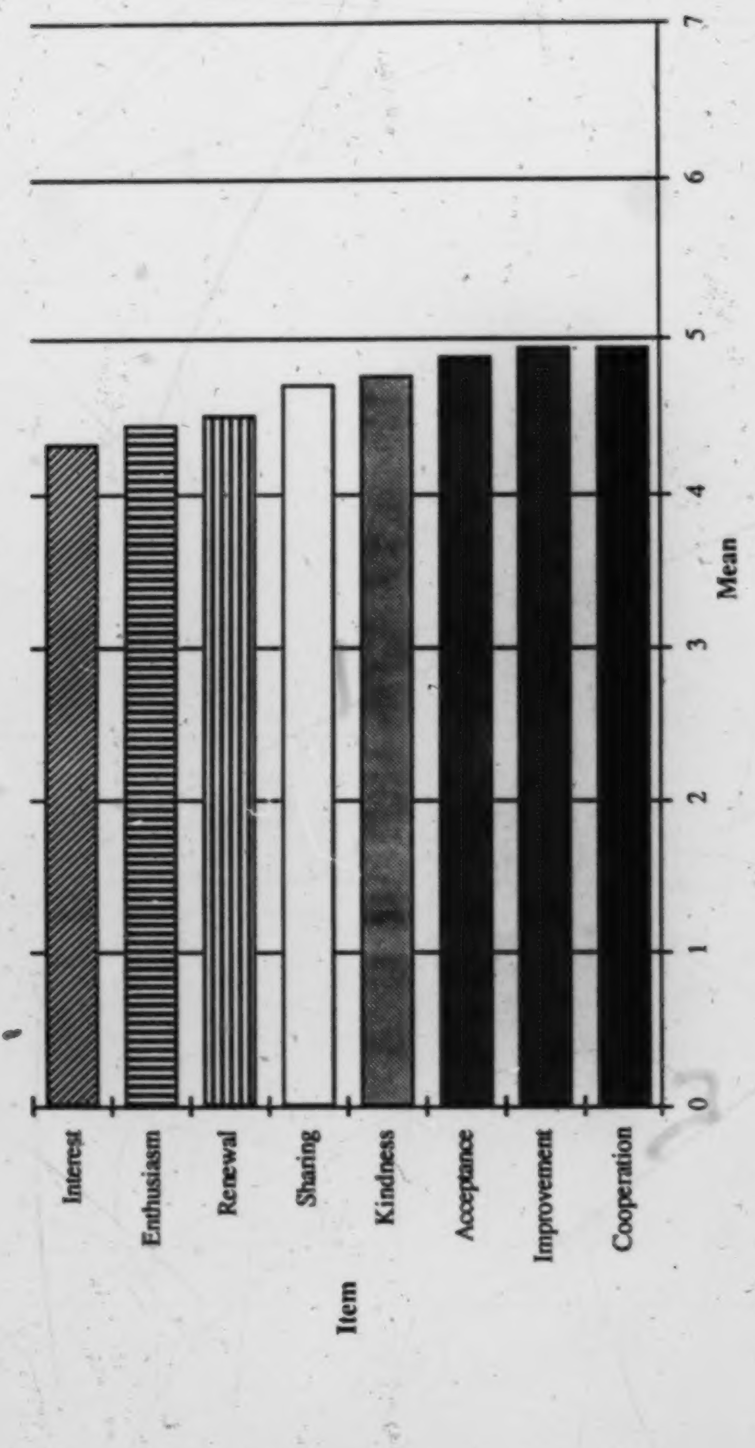

Figure 6.4. Noncertificated Staff Satisfaction with Personnel Relations in the District

those of Ratsoy and Miklos (1984), a factor analysis of them resulted in the following characteristics: bureaucratization, formalization, and operationalization.

In the present study, means for the actual extent of these characteristics ranged from a low of 4.96 (between medium and moderately high) for operationalization, to a high of 5.53 (between moderately high and high) for bureaucratization. Preferred means ranged from a low of 5.74 (between moderately high and high) for bureaucratization, to a high of 5.94 (between moderately high and high) for operationalization.

Using an item analysis, Ratsoy and Miklos (1984) found that the means for items similar to those associated with bureaucratization in the present study ranged from a low of 4.00 (medium), to a high of 6.37 (between high and very high). For preferred extent, means ranged from a low of 5.61 (between moderately high and high) for items similar to operationalization, to a high of 6.14 (between high and very high) for those associated with bureaucratization.

In comparing the findings of the two studies, one notes that respondents in the Ratsoy and Miklos (1984) study preferred a higher level of bureaucratization than those in the present study. While significant differences existed between actual and preferred means for bureaucratization in the present study, the differences were not as great as those for actual and preferred operationalization. That is, in the present study respondents preferred that more attention be given to operationalizing the structure of the district than to bureaucratization characteristics.

The present study found that board members preferred a higher degree of bureaucratization and formalization than members of other groups. In addition, those in their positions for 11 or more years rated actual bureaucratization higher than those in other groups, and responses of all groups indicated that increased attention to operationalization characteristics could be advisable. Ratsoy and Miklos did not include board members in their sample and did not conduct analysis of variance, between groups classified by position, years in present position, or years of association with the district. Thus, a comparison of their findings and those of the present study in this regard was not possible.

The findings of the current study indicate that the most effective and desirable features of organizational structure were the definition and division of roles and responsibilities, a committee structure that facilitates input, clearly outlined policies and procedures, and the centralization of services. Respondents suggested that the structure could be improved by finding ways to facilitate better working relationships between central office certificated personnel and other certificated district staff. A number of suggestions related to decentralization, increased school and classroom contact on the part of central office certificated personnel, more clearly defined roles, and more attention to the extent to which district philosophy and policy were understood and followed, were mentioned as requiring increased attention. The Ratsoy and Miklos (1984) study contained somewhat similar findings.

In brief, the findings of the present study indicated that with the exception of formalization characteristics, administrators and other members preferred that more attention be given to the bureaucratic and operational aspects of the district's structure. But while the bureaucratic nature of the district could be improved, the level of attention given this characteristic need not be as great as operationalizing what was already in place. The definition of roles and responsibilities and the district's committee structure were cited as the most effective and desirable features of the organizational structure, while improvements to working relationships and increased classroom contact were identified as areas needing improvement. For organizational structure, the findings of the present study were in some ways similar to those of Ratsoy and Miklos (1984).

Organizational Climate

Steers (1977) defines organizational climate as "the perceived properties or characteristics found in the work environment that result largely from actions taken consciously or unconsciously by an organization and that presumably affect subsequent behavior" (p. 101). Many aspects of an organization's functioning, including goals, personnel attributes, culture, structure, technology, forces in the external environment and as Steers (1977) suggests, "managerial policies and practices" (p. 103), influence climate.

The current study examined the level of satisfaction that administrators and other members had with the organizational climate of the district. Satisfaction of members has been advanced as a legitimate variable in assessing organizational effectiveness. Writers on organizational effectiveness including Mott (1972), Becker and Neuhauser (1975), Steers (1977), Cameron (1978), Lawler et al. (1980), Hoy and Miskel (1982), and Hoy and Ferguson (1985), suggest that the satisfaction of organizational members could indicate a level of effectiveness in an organization. Thus, in order for the administrative operations of a school district to be perceived as effective by members they should be reasonably satisfied and comfortable with their individual work situations.

Ratsoy and Miklos (1984) examined 23 aspects of internal operations associated with respect, trust, morale, opportunity for input, academic and social growth, cohesiveness, renewal, and caring. Similar items were used in the present study; however, they were classified as organizational climate and grouped into four categories: member engagement, member esprit de corps, member significance, and general satisfaction. Features of climate, satisfaction with the district, and noncertificated staff satisfaction with general administration and personnel relations, were also examined in both studies.

The findings of the present study indicated that board members and certificated staff means for satisfaction with organizational climate ranged from 3.98 (between moderately low and medium) for items associated with member significance, to 4.78 (between medium and moderately high) for member engagement aspects. Board members were most satisfied, followed by principals, teachers, and central office personnel. Open-ended question responses indicated that the working relationships between central office certificated personnel and other members of the district were viewed by the different respondents as a positive feature of organizational climate, as the feature of climate requiring increased attention, as the aspect with which people were most satisfied, and as the area requiring changes to increase the level of satisfaction.

Means for satisfaction with 23 aspects of internal operations in the Ratsoy and Miklos (1984) study ranged from a low of 4.44 (between medium and moderately high) for items similar to those included in member significance, to a high of 5.56 (between moderately high and high) for items like those included in member esprit de corps in the present study. While central office personnel appeared to be more satisfied with specific aspects of internal operations than certificated school staff, they recorded a lower overall degree of satisfaction than school based members. In responses to the open-ended questions, Ratsoy and Miklos (1984) identified "good relationships among professional staff" (p. 77) as positive features of internal operations, whereas such factors as "improved working conditions," (p. 77) "greater involvement of school personnel in decision making," (p. 78) and greater sharing of ideas and resources were found to be in need of improvement.

While the findings of the two studies are in some ways similar, they differ with respect to the extent of member satisfaction. Respondents in the Ratsoy and Miklos study appeared to be more satisfied with the various aspects of organizational climate than those in the present study. Ratsoy and Miklos (1984) did not include board members in their study and did not conduct analysis of variance by years in present position and years of association with district; however, they did find that central office personnel tended to be more satisfied that other members. The findings of the present study indicated that central office certificated personnel were the least satisfied of all groups in the district. Differing perceptions related to features of organizational climate and satisfaction with the district were also found between the two studies.

The current study found "medium" to "high" satisfaction among noncertificated staff with the general administration of the district, except for salary and benefits. For personnel relations, responses ranged from "medium" to "moderately high." Noncertificated staff indicated a "moderately high" degree of satisfaction with work and working conditions. Respondents appeared to be generally satisfied with their type and place of work; however, like board members and certificated staff, they were not entirely satisfied with the level of human relations activity in the district. The highest levels of dissatisfaction were recorded for this area as well as salary and benefits, and work load.

Ratsoy and Miklos (1984) found that noncertificated staff satisfaction with general administration ranged from medium to between moderately high and high on the seven-point scale. Respondents indicated that they were highly satisfied with such things as type of work and salary and benefits. Lower levels of satisfaction were recorded for items associated with types of reports, design and maintenance of buildings, and supplies and equipment available. A "moderately high" degree of satisfaction was found with the overall general administration of the district. For personnel relations, a "moderately high" to "high" degree of satisfaction was found. From open-ended question responses, the study found that noncertificated staff were satisfied with salary and benefits, and relationships. Shorter work days, better communications, and assurance of support were suggested as aspects that would increase the level of satisfaction with the district. Ratsoy and Miklos (1984) found that noncertificated staff were more satisfied with the district than their counterparts in the present study. This was particularly true with respect to salary and benefits, work load, and relationships.

SUMMARY OF THE CHAPTER

In this chapter the findings related to the third and fourth research questions of subproblem one were presented and discussed.

For organizational structure, the findings indicate that respondents preferred increased emphasis on operationalization and bureaucratization. It was evident that the degree of attention placed on bureaucratization need not be as significant as that devoted to operationalizing existing policies and procedures. Board members and those respondents with more experience tended to report higher actual and preferred extent for each of the areas of bureaucratization, formalization and operationalization. The findings indicate a high degree of preference for the operationalization of policies and other formalized procedures that already existed in the district. The most effective and desirable features of the organizational structure were identified as being the definition of roles and responsibilities and the district's committee structure, while improvements to working relationships and increased classroom contact were identified as features needing improvement. These findings were in some ways similar to those of Ratsoy and Miklos (1984).

For organizational climate, board members and certificated staff recorded "medium" to "moderately high" levels of satisfaction with work and working conditions in the district. Board members were the most satisfied, followed by principals, teachers, and central office personnel. Members of the board recorded the highest levels of member esprit de corps, member engagement, and overall satisfaction. Principals were second highest in these areas and highest for member significance. Teachers' perceptions were generally higher than those of central office personnel but lower than those of board members and principals. With respect to member engagement, teachers were the lowest of all four groups. Central office certificated personnel scored lowest for member esprit de corps, member significance, and overall satisfaction, and the second lowest for member engagement. Possible explanations of such varying degrees of satisfaction may be linked with the nature of the roles that members of each of these groups perform.

Noncertificated staff recorded "medium" to high" satisfaction with the general administration of the district, "medium" to moderately high" satisfaction with personnel relations, and a moderate level of satisfaction with general work and working conditions. Satisfaction with type and place of work was high; however, it was lower for salary and benefits, and work load. Like board members and certificated staff, noncertificated personnel were not entirely satisfied with the level of human relations activity in the district.

To summarize, board members and principals were the two most satisfied groups in the district. Teachers ranked third, and central office personnel scored lowest overall. By comparison, noncertificated staff recorded slightly higher levels of satisfaction. Consistent with other findings, the working relationships between central office certificated personnel and other certificated staff were viewed as a positive feature of climate, as the main aspect of climate needing improvement, as the most satisfying to members, and as the area needing the greatest amount of change to increase levels of satisfaction with the district. These findings are supported by those in other areas of the present study; however, they are not entirely comparable to those of Ratsoy and Miklos (1984).

A common finding from both the organizational structure and the organizational climate data was that central office administrators could consider the operationalization of policy and procedures and attempt to ensure that the needs of organizational members are dealt with in a realistic and positive way. The desire for a human relations orientation to administration was evident in the findings of both the present study and that of Ratsoy and Miklos (1984).

Chapter 7

ADAPTATION TO ENVIRONMENTAL CHANGES

In this chapter the findings related to the fifth research question are presented and discussed. This question read:

1.5 What perceptions do administrators and certificated staff have of the district's ability to adapt to environmental changes?

In the first section the perceptions of administrators and certificated staff about the district's ability to adapt to environmental changes are presented. Section two contains a summary and discussion of these findings.

PERCEPTIONS OF ENVIRONMENTAL CHANGES

Data on environmental changes were obtained by asking respondents to rate, on a seven-point scale ranging from very low to very high, the importance of and priority being given to each of 24 items. Community and educational change adaptation was assessed by asking respondents to comment on those changes which had been dealt with most effectively by central office administrators and future changes likely to require increased attention.

Environmental Changes

The factor analysis (Appendix E, Table 5) for 24 environmental change items produced six factors or change variables. Ranked on the seven-point scale according to importance (Table 7.1) these are: financial changes, ecotechnological changes, legalpolitical changes, socioeconomic changes, demographic changes, and sociopolitical

Table 7.1

Comparison of the Importance and Priority Being Given to Environmental Changes

		Importance*			Priority Given*				
Factor	N	Mean	S.D.	Rank	Mean	S.D.	Rank	t-Value	Significance
1. Financial Changes	132	6.14	0.79	1	5.74	1.00	1	4.71	0.00
2. Ecotechnological Changes	126	5.33	0.95	2	4.78	1.05	3	5.20	0.00
3. Legalpolitical Changes	128	5.32	1.02	3	4.92	1.03	2	5.24	0.00
4. Socioeconomic Changes	128	5.27	1.02	4	4.61	1.03	4	6.38	0.00
5. Demographic Changes	128	4.82	1.39	5	4.35	1.37	5	5.06	0.00
6. Sociopolitical Changes	127	4.75	1.10	6	4.33	1.10	6	5.63	0.00

*Means for importance and priority being given responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

changes.

Financial variables were considered to be items related to changes in the financial resources available for education and in the number of students enrolled in schools. Ecotechnological changes were items associated with changes in concern for conservation measures, changes in concern for the preservation of the physical environment, technological developments in the larger society, and technological developments in education. Items relating to changes in government educational policy, in definitions of the rights of teachers and students, in human rights policies and legislation, in constitutional and legal matters affecting education, and in local educational politics were considered to be legalpolitical changes.

Socioeconomic changes were items which were associated with changes in the economic background of students attending school; the demand for special programs; the economy of the district's geographical region; employment opportunities locally, provincially, and nationally; and in public attitudes towards education. Demographic variables were items related to changes in the age distribution of people living in the community and in the mobility rates of adults and students in the district. Sociopolitical items related to changes in the policies of professional associations, the relationships between school boards and professional associations or employee unions, the home environments and family relationships of students, the cultural characteristics of students, the relationships between schools and other organizations in the district, and the political power structure of the district's geographical region.

Using these change variables, the data were subjected to a number of statistical tests. Correlated t-tests were used to determine significant differences beyond the .05 level between overall importance and priority being given for each variable (Table 7.1).

Analysis of variance (F-tests) was used to determine significant differences between groups of respondents classified by position in the district (Table 7.2), years in present position (Table 7.3), and years of association with the district (Appendix G, Table 5).

Overall importance and priority being given. As shown in Table 7.1, means for the perceived importance associated with each change variable ranged from a low of 4.75 (between medium and moderately high) for sociopolitical changes, to a high of 6.14 (between high and very high) for financial changes. Means for perceived priority being given ranged from a low of 4.33 (between medium and moderately high) for sociopolitical changes, to a high of 5.74 (between moderately high and high) for financial. Differences between the two means for each variable were statistically significant, beyond the .05 level of significance.

Financial variables ranked first with a mean of 6.14 for importance and first, with a mean of 5.74, for priority being given. That is, financial changes were the most important environmental changes for the district and were being given the greatest amount of attention. In the Province of Newfoundland, school district funding through per-pupil provincially administered grants is directly related to the number of students enrolled in schools in the district. So the level of importance these variables received is understandable. Ecotechnological changes ranked second with a mean of 5.33, for degree of importance and third, with a mean of 4.78, in for priority being given. Legalpolitical changes, with a mean of 5.23, occupied the third place ranking with respect to importance and, with a mean of 4.92, the second place ranking for priority being given. Although recent developments have taken place in human rights policies and legislation and in the definition of the rights of students and teachers, the findings indicate that respondents did not perceive these as needing the degree of attention currently placed on them.

Table 7.2

Results of the One-way Analysis of Variance for Mean Scores of Factors for Importance and Priority Being Given to Environmental Changes Classified by Position in District

Factor	I* P†	Group 1 Board (N=11) Mean	Group 2 C.O. (N=14) Mean	Group 3 Principals (N=18) Mean	Group 4 Teachers (N=82) Mean	F-ratio	Significantly Different Groups
1. Financial Changes	I	6.14	6.36	6.22	6.07	0.63	None
	P	5.95	6.14	5.75	5.62	1.34	None
2. Ecotechnological Changes	I	5.69	5.29	5.63	5.22	1.35	None
	P	4.83	5.07	6.68	4.74	0.46	None
3. Legalpolitical Changes	I	5.62	5.74	5.69	5.13	2.99	None
	P	5.16	5.29	5.12	4.77	1.51	None
4. Socioeconomic Changes	I	5.79	5.74	5.12	5.16	2.23	None
	P	4.84	5.20	4.61	4.48	2.16	None
5. Demographic Changes	I	5.39	5.29	5.19	4.59	2.29	None
	P	5.33	4.79	4.56	4.06	3.53	1;4
6. Sociopolitical Changes	I	5.48	5.01	5.11	4.57	3.02	None
	P	4.73	4.95	4.66	4.12	3.57	2;4

* I = Importance
† P = Priority Being Given

Means for importance and priority being given responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

Table 7.3

Results of the One-way Analysis of Variance for Mean Scores of Factors for Importance and Priority Being Given to Environmental Changes Classified by Years in Present Position

Factor	I* P†	Group 1 1-3 Years (N=39) Mean	Group 2 4-10 Years (N=39) Mean	Group 3 11+ Years (N=55) Mean	F-ratio	Significantly Different Groups
1. Financial Changes	I	6.09	6.27	6.08	0.76	None
	P	5.90	5.62	5.71	0.80	None
2. Ecotechnological Changes	I	5.18	5.33	5.43	0.73	None
	P	4.84	4.78	4.72	0.12	None
3. Legalpolitical Changes	I	5.32	5.26	5.35	0.08	None
	P	4.93	4.85	4.94	0.10	None
4. Socioeconomic Changes	I	5.18	5.32	5.28	0.18	None
	P	4.64	4.49	4.66	0.32	None
5. Demographic Changes	I	4.84	4.65	4.99	0.64	None
	P	4.64	3.95	4.47	2.72	1;2
6. Sociopolitical Changes	I	4.65	4.65	4.91	0.84	None
	P	4.26	4.15	4.49	1.08	None

* I = Importance
† P = Priority Being Given

Means for importance and priority being given responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

Socioeconomic changes, with a mean of 5.27, occupied the fourth place ranking in terms of importance for the district. With a mean of 4.61 these changes also occupied the fourth place ranking for priority being given. Although the findings suggest that more attention was desired with respect to these changes, the priority order assigned need not change. Demographic changes ranked fifth for both importance, with a mean of 4.82, and priority being given, with a mean of 4.35. According to the importance mean these changes were more important than the priority being assigned; however, from the rankings it was evident that this environmental change area could still be fifth in terms of priority for increased attention. Sociopolitical changes ranked least in importance and lowest in priority being given. With a mean of 4.75 for importance and a mean of 4.33 for priority being given, this change area ranked sixth overall. Although the difference between the means indicates that increased attention could be needed, sociopolitical need not change its current priority position.

Analysis of variance by position in district. An examination of the findings classified by position in district (Table 7.2) revealed no significant differences beyond the .05 level between groups for the importance and priority being given to financial changes, ecotechnological changes, legalpolitical changes, or socioeconomic changes.

While no significant differences were found between groups for the importance associated with demographic changes, Group 1 (board members), with a mean of 5.33, and Group 4 (teachers), with a mean of 4.06, were significantly different for the priority being given to them. These changes contained items that may only be of relevance to planners and forecasters, the role sometimes assumed by board members; therefore, teachers as a group may have perceived them as irrelevant and not worthy of a great deal of attention.

No significant differences between groups were found for the importance associated with sociopolitical changes. However, for priority being given, Group 2 (central office personnel), with a mean of 4.95, and Group 4 (teachers), with a mean of 4.12, were significantly different statistically. Since these changes related in part to changes in the policies of professional associations and employee unions, the differences could be attributed to the perception which teachers have had regarding the degree of respect central office personnel have for the policies of their professional association.

Analysis of variance by years in present position. For demographic changes, statistically significant differences existed between two groups respecting priority being given (Table 7.3). Group 1 (1 to 3 years), with a mean of 4.64, was different from Group 2 (4 to 10 years), with a mean of 3.95. That is, Group 1 perceived a higher priority being given to demographic changes than Group 2. Significant differences were not found between groups for the importance associated with these changes.

No significant differences were found between groups for the importance and priority being given to financial changes, ecotechnological changes, legalpolitical changes, socioeconomic changes, or sociopolitical changes classified by years in present position.

Analysis of variance by years of association with district. The findings classified by years of association with the district (Appendix G, Table 5) revealed no significant differences between groups for any of the six environmental change variables.

Summary. The findings related to environmental changes suggest that the degree of importance that respondents associated with each variable was not actually being given to them by central office administrators. Financial changes were found to be the most important and also received the highest priority. Ecotechnological changes were viewed as highly important; however, the priority given these variables was less than what was preferred. The findings indicate that legalpolitical influences receive a high degree of attention, although the importance of these variables were viewed as being slightly lower in terms of ranked priority. Socioeconomic, demographic and sociopolitical changes were also considered to be of "medium" to "moderate" importance and in need of increased attention.

An examination of the findings classified by position in the district found some statistical differences between board members and teachers for the priority being given to demographic changes. In addition, central office certificated personnel and teachers differed respecting the priority being given to sociopolitical changes. The findings classified by years in present position revealed differences between Group 1 (1 to 3 years), and Group 2 (4 to 10 years), for the priority being given to demographic changes.

Differences between the importance associated with environmental changes and the priority currently being given those changes were significantly different statistically. As outlined in Figure 7.1, the greatest mean difference occurred between the importance associated with socioeconomic changes and the priority being given these variables. Although this area ranked fourth in terms of importance, the difference in the means suggests that this was the area where a fair amount of attention by central office administrators might be needed.

Community and Educational Change Adaptation

Findings obtained with two open-ended questions related to effective community and educational change adaptation and community and educational changes likely to require increased attention are rank ordered and summarized in Table 7.4.

The findings indicated that central office administrators had directed a great deal of attention at accommodating program changes, particularly those related to the

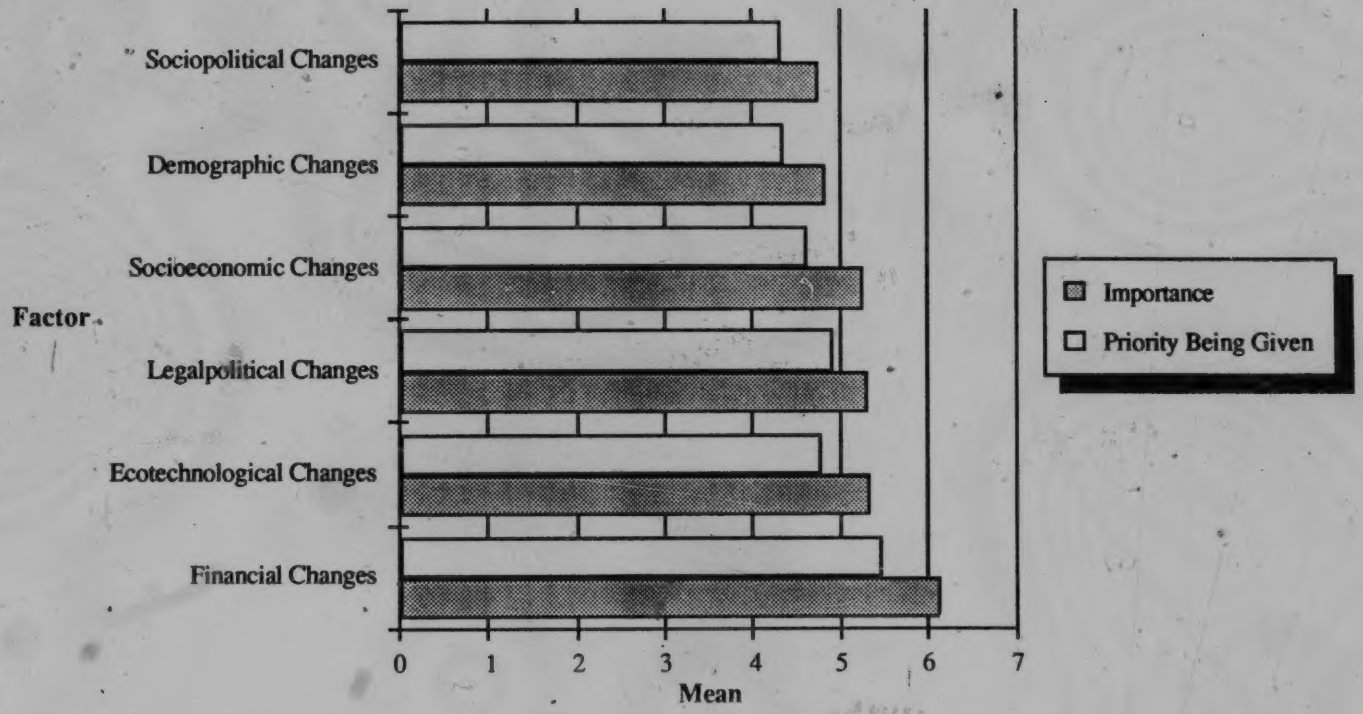

Figure 7.1. Comparison of Means for Importance and Priority Being Given to Environmental Changes

Table 7.4

A Comparison of Community and Educational Change Adaptation and Community and Educational Changes Likely to Require Increased Attention

Effective Community and Educational Change Adaptation	N	Rank	Community and Educational Changes Likely to Require Increased Attention	N	Rank
Program Changes	58	1	Declining Enrollments	59	1
Community Demands	35	2	Student-related Matters	30	2
Declining Enrollments	15	3	Teacher Concerns	28	3
Philosophical Changes	9	4	Community Demands	27	4
Board Member Awareness	2	5	Program Changes	23	5
Other Comments			Financial Restraint	8	6
- Realizing that teachers have a lot to offer (1)					
- None (1)			Regional Unemployment	4	7
- Don't Know (1)					
- Few (2)			Physical Facilities	2	9
			Technological Advances	2	9
			School Amalgamation and Closure	2	9
			Other Comments		
			- None (1)		

Categories were derived from replies of 85 respondents.

Categories were derived from replies of 96 respondents.

reorganization of the senior high school, French immersion, and special needs programs. To some extent, these changes had been the result of community demands for diversified and specialized programming. Central office administrators were perceived as being somewhat effective in responding to these community suggestions and recommendations, and in dealing with the decline in enrollments in the system. In addition, changes in the philosophical orientation of the district and changes facilitating increased board member awareness of the system's operations had also received some attention.

The findings related to future changes likely to require increased attention indicated that the district was or will be facing problems related to a decline in enrollment. The implications of this were already being felt by members of the district, who were deeply concerned about increasing work loads, larger classes, and diminishing financial resources. The findings also suggested that with changing social conditions, student-related problems and community demands may increase. This, coupled with constant fiscal restraint, additional program changes, and needed improvements to physical facilities may require strategic planning on the part of central office administrative personnel.

ADAPTATION TO ENVIRONMENTAL CHANGES: A SUMMARY AND DISCUSSION

In this section the findings related to perceptions of administrators and certificated staff about the importance and priority being given to environmental changes and community and educational change adaptation are summarized and compared to those of Ratsoy and Miklos (1984).

As mentioned in Chapter 3, the concept of organizational environment has received a good deal of attention in the literature. An organization may be viewed as functioning in a dual environmental setting: the internal environment created by the organization itself and the environment external to the organization. The forces in the external environment that act both to constrain and enhance administrative effectiveness are important considerations when assessing administrative operations. Educational organizations such as school districts are influenced by a multitude of environmental forces. Because of its nature a school district is susceptible to the political, economic, legal, ecological, technological, demographic, cultural, and social activities in its immediate external environment. How well central office administrators adapt to these forces can be considered a barometer of their effectiveness.

In the present study, the ability of a school district to adapt to changes in its external environment was examined and assessed. The findings suggest that the variables identified were of medium to high importance for the district. However, the priority given to each variable was significantly lower than the degree of importance associated with it. Financial changes were identified as the most important environmental force for the district, followed by ecotechnological, legalpolitical, socioeconomic, demographic, and sociopolitical changes. Financial changes were also identified as those receiving the highest priority, followed by legalpolitical, ecotechnological, socioeconomic, demographic, and sociopolitical changes. An analysis of the findings classified by various respondent groups found very few significant differences.

From responses to open-ended questions, it was evident that central office administrators had directed a significant amount of attention toward accommodating both internal and external environmental forces. Program changes, community demands, and declining enrollments were identified as having been dealt with most effectively. Changes likely to require increased attention included declining enrollments, student-related matters, teacher concerns, community demands, and additional program changes.

Ratsoy and Miklos (1984) also examined the importance and priority being given to each of 26 items similar to those used in the present study. For the most part, they found significant differences between the importance associated with each variable and the priority assigned to it. That is, the importance associated with each item was, with one exception, greater than the priority being given. The five most important environmental changes identified were "financial resources available for education, government policies for education, numbers of students enrolled in schools, technological developments in education, and economy of the local community" (Ratsoy and Miklos, 1984, p. 55-58). Student enrollments, financial resources, energy conservation, government policies, and special programming, respectively, were perceived as receiving the highest priority. Changes in programming and enrollments were found to be effectively dealt with, while changes likely to require increased attention related to such things as government policies, shifting enrollment patterns, community demands, and the financing of education.

While different methods of data analysis were used, the findings of the two studies related to selected environmental changes compare in a general way. Both studies found that the priority being given to environmental changes was not as great as the importance associated with them. In both studies, changes related to financial variables where most important and were receiving the highest priority. The importance and priority findings associated with other change variables were also similar.

In terms of community and educational change adaptation, the findings of the present study differ slightly from those of Ratsoy and Miklos (1984). In the present study, programming matters, particularly those related to the implementation of a revised senior high school program, and community demands topped the list of effective adaptation.

Ratsoy and Miklos found special needs programming and changing enrollments to be effectively dealt with. As regards future changes, the present study found that both external environmental forces (declining enrollments, community demands, and program changes) and internal environmental forces (student-related problems and teacher concerns) would require increased attention. By comparison Ratsoy and Miklos (1984) identified government policies, shifting enrollments, community demands, and fiscal restraint.

The differences between the findings of the two studies could be due to the external societal context of the two districts. The Ratsoy and Miklos (1984) study was conducted in a medium-sized urban school district in Alberta, while a rural school district in Newfoundland was the subject of the present study. However, while environmental changes varied in intensity depending on local circumstances, the findings of both studies were similar in many ways.

In brief, while differences in the intensity of environmental changes that affect school districts exist, the findings of both studies support the notion that the administration of school districts might consider developing strategic environmental monitoring and planning mechanisms that will allow them to cope with, and adapt to, changing environmental conditions.

SUMMARY OF THE CHAPTER

The findings related to the perceptions of administrators and certificated staff about the district's ability to adapt to environmental changes indicated that the differences between the importance associated with environmental changes and the priority being given them were statistically significant. Financial changes were found to be the most important and appeared to be receiving the highest priority. The other variables identified varied in terms of the degree of importance associated with them and the priority they actually received.

An examination of the findings classified by position in the district and years in present position identified slight differences between certain groups for the priority being given demographic and sociopolitical changes. No significant differences were found between groups classified by years of association with the district.

The greatest mean difference occurred between the importance associated with socioeconomic changes and the priority being given these variables. Although socioeconomic changes ranked fourth in terms of importance, differences in the means suggests that this is the one area where a fair degree of attention was desired.

Program changes and increased community demands were identified as the most effective areas of community and educational change adaptation. It was evident that central office administrators may need to be concerned with declining enrollments, student related problems, teacher concerns, community demands and additional program changes.

While differences in the intensity of environmental changes that affect school districts exist, the findings of both the present study and of Ratsoy and Miklos (1984) were similar in some ways.

Chapter 8

BELIEFS ABOUT ADMINISTRATIVE ORIENTATION

This chapter contains an analysis and discussion of the findings related to the first research question of general question two, which read:

> 2.1 What beliefs do administrators and certificated staff hold about the administrative orientation of central office administrators?

Data on beliefs about the administrative orientation of central office administrators were obtained using the Organizational Culture Inventory (Appendix B). During on-site structured interviews, 24 administrators and certificated staff members were asked to comment on and rate, on a two-part, five-point scale ranging from "not at all" to "very great," the extent to which each of nine items represented their beliefs about the administrative orientation of central office administrators.

As mentioned in Chapter 4, on conceptual and statistical grounds the nine items were reduced to eight descriptors of organizational culture. Thus respondents stated their beliefs about the extent to which central office administrators did and should (a) possess an orientation to change, (b) take into account what teachers, students, and parents want, (c) grant encouragement and autonomy to explore new initiatives, (d) give encouragement and recognition for performance, (e) show concern about problems that people experience, (f) encourage feelings of an essential professional service, (g) permit involvement in decision making, and (h) promote a sense of belonging. Correlated t-tests were used to determine significant differences beyond the .05 level of significance between actual and preferred extent for each descriptor. A computer-assisted content analysis of respondent comments within each descriptor was also used.

FINDINGS

The statistical findings associated with each of the descriptors, summarized in Table 8.1, show means for actual extent ranging from a low of 1.83 (between not at all and somewhat) for encouraging and recognizing performance, to a high of 3.73 (between moderate extent and great extent) for encouragement and autonomy to explore new initiatives. Preferred means ranged from a low of 3.63 (between moderate extent and great extent) for orientation to change, to a high of 4.54 (between great extent and very great extent) for concern about problems that people experience. Statistically significant differences were found between the extent to which each characteristic was perceived and the extent to which they were preferred. That is, the extent to which each characteristic described the administrative orientation of central office administrators was less than was preferred.

Encouragement and Autonomy to Explore New Initiatives

Respondents believed that people who worked in the district were encouraged and granted the autonomy to explore new initiatives from a moderate to a great extent, a mean of 3.73 on the five-point scale. With a mean of 4.08 for preferred, the extent to which people should be encouraged and granted the autonomy to explore new initiatives was "great" to "very great."

Actual extent. Respondents believed that people "had all kinds of freedom" and were encouraged, that approval to do such was and should be sought from someone of higher authority, but that there was no real incentive for doing so.

In Newfoundland schools the curriculum is provincially based, so there are certain basic concepts to be covered at all levels of the educational system. While this was the case, it was the belief of a majority of respondents that if an individual wished to develop

Table 8.1

Comparison of Actual and Preferred Beliefs about the Administrative Orientation of Central Office Administrators

	Actual*				Preferred*					
Descriptor	N	Mean	S.D.	Rank	N	Mean	S.D.	Rank	t-Value	Significance
Encouragement and Autonomy to Explore New Initiatives	24	3.73	0.85	1	24	4.08	0.58	4	-2.81	0.01
Orientation to Change	24	2.96	0.75	2	24	3.63	0.71	8	-3.39	0.00
Concern about Problems that People Experience	24	2.79	1.10	3	24	4.54	0.51	1	-8.67	0.00
Taking into Account what Teachers, Students, and Parents Want	24	2.75	0.99	4	24	4.42	0.50	2	-6.59	0.00
Involvement in Decision Making	24	2.71	0.91	5	24	4.04	0.81	5	-5.60	0.00
An Essential Professional Service	24	2.54	1.14	6	24	4.17	0.70	3	-7.01	0.00
A Sense of Belonging	24	2.00	0.99	7	24	3.83	0.92	7	-7.95	0.00
Encouraging and Recognizing Performance	24	1.83	1.01	8	24	4.00	0.83	6	-7.92	0.00

Means for Actual and Preferred responses were calculated on the basis of the following response scale: 1 = Not at All, 2 = Somewhat, 3 = Moderate Extent, 4 = Great Extent, and 5 = Very Great Extent.

or adopt a new program, or use a new approach in teaching certain concepts, the freedom was there to do it. While teachers may not have had control over whom they taught, the number of students in their classes, or what they taught in terms of a core curriculum, many believed they were the masters of their classrooms and that what they did with respect to instructional methodologies was "pretty well" left up to them. They also believed that while there was some pressure to get involved in extracurricular activities, they did have control over what they did in this regard. As a number of respondents pointed out, people were "expected to have initiative." Depending on the nature of the activity and the concepts to be explored, it was generally believed that permission from the principal, a program coordinator, an assistant superintendent, or the superintendent was necessary. Therefore, as one respondent said, if ideas were "not totally out of whack with the policies or philosophical direction of the school board [they] would be able to proceed."

For the most part, respondents saw central office in "a supporting role" in this process. One respondent said, "Yes, they have encouraged us, and they have also given us some time to incorporate these changes as well." Another stated, "If teachers and administrators are willing to take on the role of changing things there is no limit to how far the district would go to allow it to happen." A third respondent suggested that central office administrators were

> fairly open to your suggestions if they are founded on a fairly good premise of what you think in terms of how it fits into their idea of the educational process and things. I don't think that you can just pick up something and go with it. I think you have to have it based on some fact.

And a fourth said, "I think that you are summing up the philosophy of the board — that teachers should continually explore new initiatives."

It was evident from these responses that central office administrators at least give moral support to those who wish to be creative and take the initiative. However, from a central office point of view there was not enough genuine support and follow-up for individuals who wanted to try new things. One central office respondent stated:

> They are encouraged in the sense that we will make time available to them if they want to go on in-service and that type of thing. Sometimes we make funds available if they want to get involved in some kind of thing. But I think we are missing the point and we don't stick with them long enough to carry some of their ideas through. They get the freedom and start something and you know if it does not work out there is a tendency to drop it. I think our role is to be out there with them saying "whether this fails has no bearing or reflection on you. We are in this together; this is an experiment and so what if it did not work out the way it was planned?" So I think that they have all kinds of freedom to do it, and they are encouraged to do it. But I don't think we spend enough time with them to help them carry it through. I think we spread ourselves too thin. I think that if we seriously wanted to get new things done, new initiatives going out in the schools, it would be better if we concentrated on two or three schools a year rather than try to spread ourselves over 19 schools every day of every year . . . . I think that to bring about some of these changes and to explore these new areas . . . you have to work with the teachers for longer periods of time.

While it was believed that the encouragement was given, some respondents suggested that at times they felt stifled because of "limitations [such as] time and scheduling." One respondent went on to state:

> There is no one in this district that would say, "do not try something new." Everywhere you go, you seem to get encouragement. If you want to try something, go ahead, you are the guy, you go ahead and try it. But a teacher just cannot get the cooperation in terms of scheduling and time to do anything like that. It is very hard, in other words, to do it.

"Very seldom" were ideas "squashed immediately." However, the incentives to try new ideas, new approaches to instruction, and new ways of doing things were not always what respondents would have liked them to be. It was generally believed that if the district wanted people to take the initiative and be creative in undertaking their responsibilities, then something other than moral support should to be forthcoming.

Preferred extent. Respondents believed that people should be encouraged but that some form of guidelines respecting what individuals do needed to be followed. The findings suggested that people should be encouraged to explore new initiatives and granted the autonomy to do so because without this individuals would stagnate. One respondent said that "teachers [need] to do the very best, to get involved [and] to act for progress in preparing children for the future." Another suggested that "there has to be autonomy [because] teachers know best, what the requirements of the students are, given the local situation." From the perspective of one central office respondent it was necessary that exploration and discovery take place because "that is what education is all about." Therefore, in order to be progressive and meet the needs of the individual student, encouragement to explore, to be creative, and to try new methodologies and ideas should be given. A comment from one respondent best summarizes this:

> I think that the responsibility of the school board [should be], in consultation with the senior administrators and teachers, to set the direction, to set the policies, to explore what the philosophy is, first of all, and to encourage without restrictions the initiative or creativity so that there is a rather broad spectrum in which [teachers] can develop . . . . I feel people should be encouraged to explore new initiatives because this is what education and change is all about.

The need for guidelines to govern those in the system who desired more autonomy was raised by the many respondents. One said, "You cannot have every Grade XII teacher in this district doing something different, because there is the curriculum that has to be followed." Others suggested that "there has to be strict control" because "there are some teachers who would abuse it severely," and therefore, "the curriculum, the welfare" and "the interests of the students" have to be protected. Another respondent said that without guidelines "we would end up with total anarchy."

Summary. Respondents felt the level of encouragement given to explore new initiatives was highly satisfactory. Central office administrators did not discourage people from taking the initiative and exploring new ways of doing things. But it was suggested that such activity take place within the "set philosophy and guidelines of the district and the organization." That is, while a high degree of encouragement and autonomy were preferred, there was a desire for guidelines that could govern the extent to which people used this freedom so that the interests of students and the organization were protected.

Orientation to Change

Information on orientation to change was collected by asking respondents about the extent to which things did and should change in the district. Questioning focused on the orientation of central office administrators toward change, with an attempt to determine whether or not they readily promoted change and if they were action oriented. An effort was also made to determine the extent to which respondents believed in change and preferred an action-oriented approach to the administration of the district.

The findings indicate that a "somewhat" to a "moderate" amount of change was taking place in the district, a mean of 2.96 on the five-point scale. Respondents preferred to see things change from a "moderate" to a "great" extent, a mean of 3.63.

Actual extent. The district was established under the Terms of Integration for Newfoundland and Labrador on July 1, 1969. Schools presently served by it were initially established and administered by some 16 amalgamated and denominational school boards. All these boards were small, community, and church-based, and often comprised only one or two schools. With a present complement of 19 schools, the district is one of the largest rural districts in the province.

Since integration, a number of significant changes have taken place. Respondents believed that while "things do not change quickly" and that "the status quo has been maintained for quite a while," the number of program and consultative people based in central office had increased, the philosophical and policy orientation of the district had changed, and the general administrative orientation of central office administrators had changed over the past 17 years.

Changes in the number of central office based administrative and program consultative personnel were noted as one of the most identifiable and concrete changes that had taken place in recent years. The number of program coordinators based at the central office to serve the needs of teachers and students in the district was viewed as very positive. It was pointed out by several respondents that having program coordinators responsible for specific areas of the curriculum (language arts, science, French, and early childhood education, etc.) was very beneficial to the district as a whole. These changes prompted one respondent to say "at one time there were just three supervisors. Now they have branched out into all the areas needed to deal with a child. I am grateful because we are able to meet those needs better."

The administrative structure of the district has also changed, with the introduction of three assistant superintendents, one responsible for general administration and personnel, and the others for general administration of programming throughout the district.

With changes in the administrative structure and the number of program coordinators have also come changes in the philosophical orientation and policies of the district. In recent years there has been a focus on the district's orientation toward a continuous progress philosophy, which includes methodology of instruction and "grouping and evaluation" of students. With respect to these changes one respondent said, "We are getting more down to the students and the student level. I think our classrooms are becoming student-centered learning centers in a sense."

There have also been attempts to introduce new programs and new ideas. The implementation of new programs adopted by the provincial Department of Education has caused some change. Programs associated with language development reading, French and French immersion, and family life education, were cited most often as those which central office administrators has focused a lot of attention on in the past few years.

The basic philosophy of the district was not viewed as changing to any great extent. One respondent indicated that "there have been some cosmetic changes. They have been looking for ways to improve the teaching situation. They are watching for ideas — but no radical changes." Another replied, "they have sort of kept the same basic approach to education as they had the first year I was here. It has not changed that much." A third respondent suggested that while change was not readily identifiable, the district was not stagnant either. The respondent went on to say, "I think the board is always looking at new philosophies and new research and so on and trying to bring that into the schools," although "by the time it filters down . . . you do not see that much change."

It appears that changes in the philosophical orientation of the district have been brought about by external factors and the need to keep pace with what was happening at the provincial level. However, even though the district has adopted many innovative approaches to instruction, these have not had as much impact on the actual teaching and learning situation as some respondents would like.

Respondent comments indicated that central office administrators had "initiated changes," tried "to be as progressive as possible," "have the potential to change things," and were "action oriented to some extent." One respondent said, "central office personnel want to be change oriented; they want to be, they try to be, they profess to be. At this point, in actual fact they bring in what changes they can." It was generally believed that administrative orientation depends on the leadership style promoted by the central office and the nature of the individual administrator. In relation to this one respondent said, "I see certain people there who are very anxious to change and move things along in a very progressive manner . . . ." Another suggested that "some [individuals in] central office are action oriented more than others."

Some respondents felt that central office administrators possessed a very hands-on approach to administration whereas others felt they were not but that they could be when it was desirable. In this context the issue of procrastination and the extent to which it was characteristic of central office administrative behavior drew some commentary. Several respondents maintained that "they are more hands-on than we tend to give them credit for." However, another said,

> there is a sort of hands-on approach . . . there is procrastination as well. There has been a kind of a "let's get into it and get at it." I think that as far as the classroom changes are concerned the hope has been to "get at it." Policy changes have been put on paper as to what should be done, but as far as what has been done has been left pretty well to individual schools. As a result the changes have not come about in some schools.

Respondents felt that change was "readily promoted by the central administration in the district." However, one respondent pointed out that central office administrators were not "aiming to force it on people, rather to sell the ideas, to sow the seeds and let people take it from there; to work with them." Changes were viewed by some respondents as having a direct promotional effect on the district as a progressive educational organization. One respondent suggested that over the years the district had been viewed "as a kind of lighthouse district," a district where "change has been a very continuous and positive thing."

Preferred extent. While all respondents were in favor of more emphasis on change, they were cautious and guarded in their remarks. Many respondents suggested that a moderate amount of change was necessary because one "can become too ingrown," and that there was a "need to be on top of things that are happening in education."

The need for change was mentioned by a number of respondents. One of these said that things should change because

> the whole learning process has to encompass an awareness that society moves forward. We as educators within that society have to become cognizant of all the things that are happening around us. Then we have a moral and educational responsibility to at least explore what the possibilities are and to change.

Others suggested that change was necessary to facilitate a students' learning and development, to help them "keep up with the times," and if the district was to be perceived as "progressive."

Central office administrators received a great deal of criticism for not being action oriented in implementing consistently the policies that already existed in the district. In the words of one respondent, there appeared to be "quite a bit of fence-sitting going on" with respect to the implementation of policy concerning the continuous progress philosophy of the district and other related matters. A serious lack of consistency between schools in the district was also apparent, and this was attributed to the fact that central office administrators lacked the "confidence" needed to enforce district-wide policy respecting a number of areas including student discipline and evaluation procedures, and the supervision and evaluation of professional personnel. One respondent said, "I think the policies put forth by the board are good ones, and it just remains to implement some of the things that are already on paper." In this respect another commented, "If demands are not made people become apathetic and relaxed." Thus, change in the leadership style of central office administrators appeared to be the area where the greatest amount of change was desired.

On the role of central office administrators in the change process one respondent said:

> I think that things should change when people are ready and they see the need for it. I think it is part of the [district office's] responsibility to try to help them see the need for change. I would like to see some changes made, but I do not want to see them as almost overnight changes. I want to see them internalize what they

> are doing and be really convinced that this is something they would like to try, and I would like for these things to come mainly from them rather than from [the central office level]. [Central office] would like the change to be bottom up rather than top down.

Summary. The "somewhat" to a "moderate" amount of desired change in the district was not suggestive of a strong bias for action orientation, but then most respondents indicated that radical change would not be in keeping with their way of thinking or their approach to change in an educational organization. Most respondents believed that things changed rather slowly and that this type of change was best. Although supportive of change to a moderately great extent, they believed that change should be demonstrably necessary, take place gradually, and be brought about at the grass roots. It was believed that any amount of change should be positive as well as having a real and demonstrated effect on the overall operation of the district. One respondent indicated that over the years the district had been perceived as a "lighthouse" for the rest of the province in the development of policy and the implementation of innovative ideas. While most other respondents agreed with this scenario, they felt that central office administrators could concentrate more time and effort on the consistent enforcement of policies that had been developed. This was the area where the most significant degree of change was desired.

Concern about Problems That People Experience

Respondents provided information about the extent to which district administrators demonstrated interest and concern about the problems experienced by people who worked in the district, and the extent to which they should demonstrate such traits. With a mean of 2.79 on a five-point scale, the findings indicate that district administrators demonstrated "somewhat" to a "moderate" interest and concern. However, respondents preferred that interest and concern be demonstrated from a "great" to a "very great" extent, a mean of 4.54.

Actual extent. Approximately half the respondents believed that some central office administrators were more interested than others and that in some areas they were accommodating; however, the other half believed that although problems were dealt with from time to time, they were not dealt with satisfactorily. Respondents believed that the level of interest and concern shown by central office administrators depended to a large degree on the personality of the individual administrator. While some central office administrators were viewed as "being on top of the issues," others were seen as not entirely understanding the nature of certain problems because they were never in the schools.

Some principals and teachers believed that central office administrators were receptive to people's problems and concerns. One respondent said that central office administrators were interested to "the extent that there are regular District Administrative Council (DAC) meetings where [principals] bring up issues that arise among their staffs." Another suggested that the assistant superintendents

> will deal with [a] problem if they can themselves, or set up a meeting to discuss the problem, assess the situation, and then start the process of either alleviating the problem or carrying out a process that will allow for the problem to be eliminated or corrected over a period of time.

Another stated, "Whatever the nature of the problem, whether personal or professional, people feel that they can approach senior administrators, and I think that is communicated as well. They are fairly open and receptive."

From a central office perspective, one respondent suggested that central office administrators were concerned to a great extent about the problems that people experience:

> [We] have what we call a PAC, a Professional Advisory Committee, and they meet at least monthly, and of course that is the purpose of the meeting — to view our district monthly, to [discuss] individual schools, individual projects, the top individual teachers, to look at all the negative aspects out there, and all the positive aspects and then set up teams to go out and rectify situations. In fact we are doing two, perhaps three, in the district now where the articulation of programs and

> personalities between elementary and high schools are not clicking well. We got programs set up [because] there are differing philosophies out there sometimes on promotion in the elementary. So that articulation is there and we have groups of people — assistant superintendents and program coordinators — set up to resolve these . . . problems with teaching strategies and methodologies . . . . In addition to that we have DAC, a District Administrative Council, consisting of principals, who come in once a month, and the concerns are there again. They talk about problems in the schools and problem teachers, not just the problem areas but other areas where a lot of progress is being made. We look at both naturally, you know. So I would say that, to a great extent, that is being dealt with.

Others also felt that central office administrators "seem very concerned" and were "punctual" in dealing with problems, but some complained that their problems had not been dealt with to their satisfaction. One respondent said, "They are tuned in, but because they know a problem is there does not mean that they will resolve it. Suggestions about how the problems could be solved are not forthcoming."

In admitting to some weaknesses in the system, one central office respondent stated:

> We have great concern for them, but I do not believe we are doing as much as we can to help people. I think in many cases when something comes up there is a flurry of activity but that activity peters out when that problem seems to be under control. In other words, I guess what I am saying is that I do not think that we spend enough time and enough follow through. We spend time putting out bonfires but not enough time is given to the root of the problem . . . . I think that to a great extent [we] are concerned about things but it seems that we never follow through on these things. I think "somewhat" is an accurate response.

A school principal said that he believed that central office administrators were concerned to some extent; however, the time and effort given to solving problems was just not adequate. This respondent went on to say,

> Usually what happens if there is a problem is that the teacher or whoever has to do all the identification and then the teacher, in consultation with the district, has to go and look for ways of correcting it. So, yes, they help us. It is just that they are not in close enough contact with the schools, especially the smaller schools, and I guess we are left to our own means to discover. Maybe in a kind of broad way, to discover, because things might have been after turning rotten before something is noticed. If it is not very obvious, it sort of passes.

Several respondents recognized some of the limitations and constraints placed on central office administrators. According to one,

> people are all too tied into their district office so if they see you, you are lucky. I think that we recognize the fact that this is not apathy but the fact that they are overburdened and have too many areas to cover.

In recognizing these limitations and the ~~personality~~ differences of individual administrators, another said, "In some areas you will get some help, in others you are somewhat ignored, I think."

The words of one respondent crystalize the frustrations a number of respondents indicated that they had felt in attempting to have specific problems addressed: "I have gone for help on a specific problem that was important to the children involved, and I might as well have been talking to the cupboard."

Preferred extent. There was a general belief that central office administrators needed to spend more time at the school and classroom level actually helping people with the problems they encounter. Time after time respondents indicated that central office administrators "need to know what is happening out in the schools, be able to deal with anything which may arise, [and] be on top of a problem or potential problems from the start." One respondent best summarized the beliefs of others in this regard:

> I think there are a lot of frustrations out here [and] often if you mention it to them you get the feeling [that], oh yes, there is agreement. But they do not know what I am doing, they do not know what I have got to do and the time I have to put into that. They will agree that you do not have any free periods, they know that; however, when it comes around again, nothing has been done. So, yes, they should be aware to a much greater extent, even to the point of coming in and spending a week with a teacher. We are just now being evaluated, so somebody is going to come in for a morning. I would like to have them come in with me for a week and come home with me for supper and experience my problems and frustrations, and then tell me "I wish I could get you a free period."

Summary. Overall, district administrators were seen as demonstrating moderately low interest and concern about the problems experienced by people working in the district. Most respondents believed that the extent to which problems were dealt with depended very much on who was approached and involved, and that certain central office administrators were genuinely interested and concerned about the difficulties people experienced. However, a significant number of respondents believed that problems were not dealt with satisfactorily. The majority of respondents believed that central office administrators could be more sensitive to the problems that people experience, and that they could be more visible and active in the schools of the district.

Taking into Account what Teachers, Students, and Parents Want

Respondents commented on the extent to which the district administration took into account what teachers, students, and parents want, and the extent to which it should take the desires of these groups into consideration. The findings indicate that the needs and wants of these groups were taken into account to a "somewhat" to "moderate" extent, a mean of 2.75 on a five-point scale. It was preferred that the desires of teachers, students, and parents be taken into account from a "great" to a "very great" extent, a mean of 4.42.

Actual extent. Many respondents believed that parents were listened to more often than teachers, and that the needs of teachers were dealt with to a greater extent than the desires of students. In addition, it was believed that the wants of principals and program coordinators were dealt with to a greater extent than those of teachers, students, and parents.

A number of respondents suggested that parents' concerns, when related to specific issues such as school closure and busing, were given a higher priority "than any other group." Several respondents indicated that "parent minority groups do get action" and that central office administrators were more likely to "listen to parents than teachers." While this belief was common among all respondents, not all felt that parent involvement was well received by the central office administration. One said "Parents are sometimes perceived as a bunch of complainers and grumblers when they are attempting to take care of a problem." Others indicated that they believed central office administrators were "operating more in terms of what they perceive parents to want" than what they actually wanted. Central office administrators themselves were among those who admitted that the level of parent involvement in the district was disappointing. One said, "We have not made a real effort, what I would consider a real effort, to find out what parents want." Another pointed out that although parents were encouraged to get "involved and use their franchise, since the larger board has come into vogue parents have not been involved" enough.

Student concerns and wants did not appear to be given a high priority. One respondent said that central office administrators "are weakest in terms of knowing what students want. They don't know what students want . . . ." Another said, "They think they are acting in the best interests of students; whether or not they are . . . is debatable." Speaking from a central office perspective, one respondent said, "I am not sure that we make much of an effort to find out what students want, except what teachers say students want." The apparent lack of attention given to the specific wants and needs of students, individually or as a group, may have resulted from a lack of direct contact between central office administrators and students on a day-to-day basis. In other areas, the present study found that a fair degree of time was spent ensuring that the educational needs of students were met. However, from respondent comments it was apparent that students as a group did not have a great deal of input into the overall administrative operation of the district.

There were varying beliefs with respect to the extent to which the wants and needs of teachers were taken into consideration. Some respondents believed that teachers were not taken into account to any great extent, while others expressed some degree of satisfaction with the attention given to this group. Several respondents suggested that while teacher concerns were given some priority, it would be less than that given to parents or students.

One respondent said, "there is some consultation, but there should be more."

Those who expressed satisfaction with the degree of attention given to teacher concerns indicated that teachers were involved in a number of committees and that their needs and concerns were channeled in this manner. Within this context one respondent said, "I think to a great extent [central office administrators] are aware of what teachers want." Another respondent replied:

> I am on the Teaching Learning Committee (TLC) at the district level, and in our last meeting the coordinator pointed out that if we have a problem or problems with specific subjects we should not just stick to the curriculum because it is designed by the board or whatever. What we should do is talk to one another, teachers of the same grade level teaching the same thing, and see if they feel the same way and, if so, then we could get together with the coordinator and work things out. That tells me that they are listening to what we have to say, trying to accommodate us. It's good.

Many respondents believed that the needs of program coordinators and principals were given much more attention than those of teachers, students, or parents. According to some, program coordinators and principals "more or less determine" and "have the final say" with respect to many of the concerns raised by teachers in the field. While some of these people were believed to be somewhat sensitive to the needs of other people in the district, they were perceived as screening devices for concerns and problems that perhaps should come to the direct attention of central office administrators. The power and authority of those groups was questioned several times. Many teachers felt that the coordinator was there to act as a "facilitator" and "helper." They indicated that while their respective subject area program coordinator would be most appreciative and sensitive to their individual needs, the communication often ceases at this level and central office administrators were not made aware of the real concerns.

Principals were believed to be the most powerful group in the district. While some of them maintained that they pass on concerns on a monthly basis in the District

Administrative Council (DAC) meetings, some teachers and central office administrators were suspicious of the extent to which principals were an adequate communications medium. One of the main reasons problems could not be dealt with was the "autonomy" of some principals. One respondent suggested that teachers and central office administrators "have been working mainly through the principals, hoping that [they] would take [things to their staffs]. We are now realizing that this does not happen readily." It was also believed that matters discussed with some principals never reached the intended individuals or groups.

Preferred extent. Respondents generally believed that the district was there to "serve" the most significant "partners in education," students and parents, and that all those involved "must always be aware of the needs of everyone that is party to the system." The recurring replies were: "that is what the district is here for;" "if we are not doing that then we are not doing our jobs;" and "we should be working together to serve them, not the other way around." Several indicated that "there should be some direct lines of communication from the parents to the administration of the district." One respondent said, "it is their children that we are serving, and they have some ideas. We do not necessarily have to accept them but I think we should listen to what they have to say and see things from their perspective."

It was generally felt that "teachers can have a great deal of input" into what happens in the district, but they were not given adequate opportunity to do so. Because of this, some teachers viewed the central office as a "cocoon or an ivory tower" where policy was formulated and forced upon those working in the district. One central office respondent suggested that the "optimal involvement" of teachers was necessary for smooth administrative operation of the district.

Summary. In general the respondents believed the level of attention directed at the wants and needs of teachers, students, and parents by the district administration was low. Their preference was that much more attention be given to the needs of all three groups in the overall administrative operation of the district. The involvement of students and parents was viewed as a necessary and moral responsibility, needs that should be dealt with because of the service the district provides. Teachers were involved through the committee structure and, although there were some suspicions, their problems were supposedly addressed by their respective coordinators and principals. The autonomy of principals and program coordinators was viewed as impeding what could be a good two-way channel of communication between teachers and central office administrators. There was a desire for more direct attention to client concerns because of their importance to the overall smooth administrative functioning of the district.

Involvement in Decision Making

Information was collected about the extent to which people who worked in the district were involved in deciding what happens in the district, and the extent to which they should be involved in decision-making. The actual extent ranged between "somewhat" and "moderate," a mean of 2.71 on the five-point scale. A mean of 4.04 for preferred indicated that people should be involved from a "great" to a "very great" extent.

Actual extent. From the comments of respondents, it was evident that people had some input into district decision-making through a committee structure. Although this level of involvement was satisfactory for some, it was insufficient for others. Principals were believed to have a great deal of input. And as far as central office administrators were concerned, everybody who worked in the district had input.

Some respondents believed they had some degree of input into decision-making through the committee structure. A number of committees (Teaching Strategies Committee, District Administrative Council, Local Advisory Committee, and Professional Advisory Committee) existed. In addition, ad hoc committees to examine issues such as teacher in-service and evaluation, and French immersion instruction had also been established. While most respondents believed this to be positive, some were skeptical about the amount of attention given to some committees' recommendations by central office administrators. Time and time again respondents said, "we are involved through committees." However, several had reservations regarding the usefulness of these committees because they believed they were "designed to give information rather than for teachers to have input," and that some of the committees' work had been "preordained" by somebody in the central office. One respondent said, "I think I would have to say "somewhat," because you do have a little input into the curriculum — not in any other way that I know of, not in other big administrative issues." Another suggested that while committees existed "by and large, with regard to district policy, [central office] has the greatest input."

From a central office perspective, it was noted that even though teachers and others who worked in the district have a significant degree of input into what happens, some may feel left out or that they were not involved to any great extent because they are not on committees. With respect to this, one central office respondent stated:

> They are involved in decision-making mainly through committees. We have had a number of committees throughout the district and have had them for a number of years. The recommendations of these committees come to the superintendent's office. There, a decision is made. Usually it is a recommendation with a rationale for it, and from that the superintendent and the central office people decide whether it is a recommendation that we want to implement or not. They do have a fair amount of say that way. A lot of people out in the schools would probably say that they do not, and the reason that they would say that is if they are not members of a committee they feel that they have no say.

Some of the respondents interviewed for this study had been or were on district-level committees; others indicated that they had not been involved at all. This may be a reason for the low statistical score. In any event, even some of those who were or had been on committees maintained that they sometimes wondered if their input was seriously considered in the development of policy and other positions. So while some respondents believed that the "board gets most of its work done" through committees, and was "fairly conscious of teacher ideas . . . on certain policies," there were varying beliefs about the level to which people were "really" involved in decision-making at the district level. For some the level of involvement was not sufficient, and perhaps a comment from two respondents best summarizes the feelings of others on this matter. One said, "There is consultation, but decisions are still made at the board office. Some of the things coming out [are] not quite what was agreed to." The other said, "as far as I am concerned" there is very little input into decision-making. This respondent went on to state:

> You know you are given information . . . . They give you an evaluation package and although it seems to have input from people, there are certain things which are ingrained there that there is general consensus on; [however], no matter what input is there, there is still this undertone of authority that does not come from the general population of teachers. In other words, you have the right to say, but sometimes that right is questioned or denied.

Principals were believed to have "a lot of input" into what was going on in the district. One respondent indicated that the comments of principals at committee meetings were "taken and weighed heavily . . . . The comments are weighed carefully, and I believe the superintendent and his advisors . . . act in accordance with what the principals believe." Again, however, an undertone of mistrust was present. Another respondent stated:

> We hope . . . that . . . [a principal] speaks for [his/her] staff, we would like to think. Maybe in most cases this is true, and maybe in most cases it is not. Unless you get down to the staff level, go to the schools and talk to the teachers, you may not get the true picture . . . .

Preferred extent. Respondents believed that there should be much more real input than existed into what happens in the district. While it was believed that involvement through committees was the best way of facilitating this, it was also recognized that perhaps leadership and final decisions could be left to those in leadership positions. Typical responses were: "I think everybody should be involved . . . through committees;" "There should be more consultation;" "I think there should be much more . . . involvement;" and "we have to be involved to get the job done." Some respondents believed that involvement was crucial because, as one said, "You cannot have a district operating separate from the people that do all the administering of all the policy that the district puts forth. They have to be a part of it or else it does not get done." Another respondent suggested, "You will get a more positive reaction to something that has been worked on by both teachers and [central office] personnel . . . than [to] something that is decreed from on high and sent down for you to look at."

The need for leadership was evident in some responses. It was generally agreed that sometimes it is difficult for a group or committee to make decisions and implement policy. Therefore somebody should have the final say. One respondent best summarized this feeling:

> I think there would be very few decisions totally agreed with by anyone if you do not have a — it has to come down to a decision. You can suggest ideas and suggest recommendations and things that you think could be implemented, but it has to come down to someone to make a decision on whether or not they will be implemented. I am comfortable with this as long as the suggestions coming from people doing the work are taken into consideration.

Central office administrators themselves supported the notion of more involvement by district personnel in decision-making. One said, "We should listen to what they have to say and make a decision with the most information possible, and the best information that we have at any particular time." Another said, "It should continue very very much so, I have no problems with that."

Summary. The findings show a variance between individual beliefs with respect to the extent to which people who worked in the district were involved in deciding what happens there. While the majority of respondents believed that people were involved through a large number of committees, there was some doubt with respect to a real level of involvement. For the most part central office administrators believed that the "channel [was] there" for people to have "full control" and that some people were involved to a very great extent. Some respondents believed that even though principals might not have been entirely aware of the needs of their staffs, they had a great deal of autonomy with respect to decision-making. The belief that people who worked in the district should have more input into decision-making and that this activity requires leadership was widely shared.

An Essential Professional Service

Respondents commented on the extent to which people who worked in the district were encouraged to feel they were providing an essential professional service, and the extent to which they should be encouraged to feel this way. The findings indicate that people who worked in the district were encouraged to feel they were providing an essential professional service between "somewhat" and a "moderate" extent, a mean of 2.54. With a mean of 4.17 for preferred, it was evident that respondents desired this type of encouragement from a "great" to a "very great" extent.

Actual extent. Respondents indicated that there was nothing formal in place in the district to suggest that the work people did was valuable or that they were providing an essential professional service. However, it was generally believed that being given "the opportunity to attend workshops and conferences and have educational leave," being involved in committee work, "working closely with [a] coordinator," and being involved in meetings with central office administrators present, were subtle forms of this type of encouragement. A few respondents, including some central office administrators, believed there were negative attitudes in the district toward central office and that this type of atmosphere was not conducive to encouragement and praise. Other respondents believed their sense of worth and approval came from within themselves and from their own provincially based association.

As previously mentioned the committee structure in the district was believed to be effective in getting teachers involved. Respondents suggested that this was one way that they were able to share ideas and made to feel that their work and contributions were essential and professional. In this respect, one respondent said, "committees are set up in the various areas — physical education, religious education, and French. [People] are asked to serve, volunteer, sometimes for a half day per week, and they have to commit themselves to doing a lot of spadework."

Working closely with program coordinators on certain projects was a source of support for some respondents, who believed that this was "where most people's encouragement [came] from." One respondent went on to say, "If you [can] establish good rapport with your immediate coordinator in your area, then I think you would feel that you are important."

Some respondents indicated that when they attended meetings with central office administrators present, they went away feeling important, essential, and professional. While these meetings were never designed as pep talks about duties and professionalism, respondents who mentioned this believed that this type of contact boosted their morale and made them feel good about what they were doing. Even though some respondents believed there were "some attempts . . . for the superintendent and the assistant superintendents to get out," the frequency of such meetings was low. One respondent said that while "the superintendent has said that he wants to become more involved in what is happening in the schools" he only actually attends about "one [school] staff meeting" per year. It was generally believed, however, that there was a need for the superintendent and other central office administrators to be more visible and involved, and that more morale boosting sessions should take place. As one respondent said, "when they come out and attend a staff meeting, people go away feeling really good. They may not have said much, but you get the message that you are important and made to feel good."

A large number of respondents believed that their feelings of professionalism came from within themselves. Knowing that they were there and that a child's future depended, to some extent, on their being a good teacher was, for some, the prime motivating force. Others suggested that being left "pretty well to teach without too many constraints" meant that they were "being treated, to a certain extent, like a professional." For others feelings of professionalism came from being a member of their provincially based association.

From a central office perspective, some attempts were being made to give professional staff in the district encouragement to feel that they were providing an essential professional service. One central office respondent believed that "some efforts" were being made, and went on to state:

> We have a committee this year called a Professional Teaching Strategies Committee . . . . I think through that means they are getting a feeling that what they are doing out there is pretty important and that we appreciate it. These people who are on that committee are expected, along with the principals, to form a nucleus in each school which would get this kind of feeling to the members of the staff. But it only happens to the extent that you have people on the committee who do that. So I am saying that there is some work being done.

A few respondents suggested that while there was a need to improve the level of encouragement being given, it was difficult because

> of the kinds of political undertones and communications there are. By political undertones I mean the type of personnel conflicts that exist . . . . Some of the people [in central office] have been in the system and they know that personality clashes exist, and they do exist out in the system . . . this gets in the way of any good work that they do.

This comment was supported by others, who suggested that "teachers have a negative attitude toward central office."

Preferred extent. Respondents suggested that the encouragement of a sense of professional worth should take place because it is very important to the overall well-being of individuals and the organization. One respondent said, "Teachers need to be more motivated to serve the goals of the organization and not their own." Another believed that central office administrators needed to "sow the seeds of enthusiasm and provide a positive environment." And a third stated, that this seems to be a major component of successful Japanese industry: "This appears to be necessary not only to point out faults but also to give the worker input into the final product." Typical of others, another respondent said,

> Everybody needs [professional encouragement]. We are part of a body and we do feel that way, we have to know that all of us are doing something for the cause, right? We want to be as professional here in [this school] as we would in any other larger center. And without someone saying to us "you know, the school is good; what you are doing is fine," I think we are sort of left alone like a little island.

Other respondents indicated that central office administrators should make people feel important because it generates feelings of "professionalism" and "good rapport" between district staff and central office.

Summary. The findings indicate the extent to which people who worked in the district were encouraged to feel that they were providing an essential and professional service was low. While some attempts were being made by central office administrators to develop those feelings it was generally believed that these were not satisfactory. The findings suggest that feelings of importance and professionalism come from being involved in committee work, in meetings which were attended by central office administrators, being given the privilege of attending professional development seminars, being closely involved with other professional people, and from within individuals and their provincially based association. While some respondents believed that negative attitudes existed toward central office, it was felt that this could be overcome by more professional encouragement from central office administrators and more visibility on their part.

A majority of respondents believed that central office administrators should have been encouraging people to feel that they were providing a service that was essential and professional to a greater extent than they were. This type of encouragement was believed to be essential for individual professional growth and the effectiveness of the organization.

A Sense of Belonging

Respondents were asked to indicate the extent to which people who worked in the district felt support and a sense of belonging, and the extent to which they should have such feelings. The findings indicate that the extent to which people felt support and a sense of belonging was "somewhat", a mean of 2.00 on the five-point scale, compared to a preferred extent of "moderate" to a "great," a mean of 3.83.

Actual extent. Respondents believed their feelings of support and a sense of belonging, their feelings of being a part of the district, to be low. Some respondents suggested that there was a dichotomy between central office and teachers and that this situation was not conducive to good human relations. Central office administrators and principals indicated that they felt a greater sense of support and belonging to the district than teachers. This was confirmed by teacher respondents, who indicated that they felt more a part of their individual schools than of the district as a whole.

Central office respondents were among the first to acknowledge that there was a dichotomy between their beliefs about the district and those of other members. One of these respondents said, "One of the biggest problems in any district is the dichotomy between management and the employee, which is of course the teacher . . . to say that [this is] not there would be incorrect." This "negativism," which was said to be promoted by "certain individuals" and "a fairly strong union," was believed to be a contributing factor to the lack of support and belonging that people experienced.

A number of other factors were also believed to have contributed to this dichotomy and the lack of such feelings. One central office respondent said, "The reason for this is that sometimes over the years we have had to limit their participation in committees, etc., because of the financial cost of bringing them in." A school-based respondent indicated that there could not be feelings of support and belonging because "you are just an administrator of the policies that are put forth; you are not a part of developing those policies or developing the in-service and so on." This respondent went on to say, "The region is vast geographically and there are vast differences in a good many other ways, and so I do not think anyone feels a sense of belonging." In support of this, another said, "You feel like a little cog in the wheel. You are somebody out there that is supposed to do a job." In this atmosphere, feelings of belonging could not exist.

There was a perception that physical closeness to the center of the district could increase the sense of support and belonging that people felt. A central office respondent stated:

> The further you are away from the center of the district, I think, the more isolation you feel. I would say that there are a lot of people out there who do not feel anything in the form of a sense of belonging. They almost feel that they are deserted out there. That is my honest to goodness opinion.

Others suggested that those teaching in the town where the board office was located would probably experience a greater sense of belonging than those in more distant locations. However, this appeared to be a myth as respondents in those schools indicated that "there was no real identification that you are with the board," that being a part of the district was not the "mindset" and that "there are no patriotic love, loyalty, or belonging type feelings whatsoever."

Feelings of support and belonging for all teachers came from their own individual schools and staffs. Repeatedly these respondents said, "I feel more a part of my own school than I do a part of the district." For them being a part of a close-knit group they could readily identify with, was extremely important. None of the teacher respondents suggested they did not or could not identify with their staff peers. It was evident that they took a great deal of pride in being members of this group and that their feelings of loyalty were with their school. As an example of this type of response, one said, "We have a stronger feeling towards the school as a school, rather than as being part of the district. You will find here in the school a very close relationship between the staff members." Others also believed that the school was where they received what feelings of belonging they had, because that was where "teachers and fellow colleagues support each other" and where "there is more of a family affair."

Central office administrators and principals agreed that feelings of loyalty, belonging, and support were more likely to be school specific than at the district level. One said, "I think people feel more a part of what is in their own school." Another stated, "I would say that the majority of teachers across this district have no feelings whatsoever of being part of a district."

School principals and central office respondents did indicate that they felt more a part of the district than members of other groups. In this respect one respondent said, "Principals do because they are together every month." Another stated, "I would probably feel more of an attachment to the district than do teachers."

Preferred extent. Respondents suggested that they should have felt some sense of support in, and belonging to, the organization. While they believed that individuals should continue to feel a sense of pride and togetherness within their schools, they also felt that feelings of belonging to the district were very important. It was generally believed that "if the district wishes to operate smoothly with a sense of pride," there had to be support in the organization and some feeling that you were part of its "master plan." One respondent believed that "the only way to make the district really strong from one end to the other [was to have] teachers feel a sense of unity." Another indicated that if people were to "carry through with the philosophy and policy directions and have some sense of where the district is going as a district, they should feel belonging to a great extent." Others said, "It is important to feel good about yourself and those you work for." In other words, respondents believed there should be some "loyalty" to the district.

From a central office perspective it was believed that such feelings were important because "if you want [people] to be involved in the district, then they should feel to a great extent that they have something to contribute in their part of the organization." The dichotomy that was perceived as existing between the central office and the rest of the district, should be broken down completely if people were to feel a sense of pride and support in the district and have feelings of belonging and togetherness.

In an attempt to earn the "loyalty" of members of the district and to reduce the feelings of "isolation" that some experienced, respondents believed that "there should be sound, regular, two-way communication between" the central office and others; that there was "a need to meet as a district [and a zone] across grade levels;" that there was a need to develop "some feelings of continuity" at the district as well as at the zone level; that there should be "more informal contacts;" and that a "liaison committee" consisting of teachers and central office personnel should be established to address issues of mutual concern. This was viewed as being necessary because, as one respondent said, "It is the student that should be our obligation, not our biases and prejudices. As we work together as a team for the student out there, then that is when education will prosper."

Summary. The findings illustrate that teachers possessed limited feelings of support in and a sense of belonging to the district as a whole. Teacher respondents indicated that the support and togetherness of their peers was their greatest source of security and sense of belonging. Feelings of support and belonging were found to be school specific.

Central office administrators recognized that there were differences between the central administration and those who worked in the district. In addition, principals and central office administrators believed that they felt more a part of the district than teachers.

It was a general belief that people should have greater feelings of support in and belonging to the district than they did. This was viewed as being necessary for organizational goal achievement. Respondents suggested that measures be taken to increase the sense of belonging of members as they work to achieve the basic goals of the school system.

Encouraging and Recognizing Performance

Respondents commented on the extent to which people who worked in the district were encouraged to do a good job and, in turn, granted recognition for their efforts, and the extent to which they should receive this sort of encouragement. The extent to which respondents believe that people were encouraged and granted recognition for their efforts was between "not at all" and "somewhat," a mean of 1.83 on the five-point scale. A mean of 4.00 for preferred indicated that people should be encouraged and granted recognition to a "great" extent.

Actual extent. Respondents believed that while there was some indirect and intrinsic encouragement, there was very little formal praise or recognition for doing a good job. It was frequently mentioned that success with publicly visible extracurricular activities such as drama, music festivals, and sporting events was often recognized with a congratulatory letter from the superintendent. However, in the opinion of some respondents, the notion that one receives encouragement and recognition "for everything except good teaching" was characteristic of the district.

A small number of respondents suggested that some formal encouragement was given through the teacher evaluation process. From a central office perspective, this process was viewed as being extremely important in that a person who had gone through this "clinical process" would have a written report which the evaluator and the superintendent had signed. In such reports, strengths were emphasized and weaknesses identified so in a sense praise and recognition as well as encouragement to perform were given. With respect to this process, one central office respondent stated:

> Through the teacher evaluation process the [encouragement] thing will be there and it is pretty direct. The reports are up front and the teacher knows that that is being signed by the superintendent and that it is going back to them with these very good reports. So through our clinical approach of teacher evaluation, I would say that that is happening, and happening fairly well.

By contrast, some teachers did not see the teacher evaluation process as giving a lot of formal encouragement, as witnessed by the following statement:

> I was evaluated this year; I was the one in this school who volunteered. I got a good evaluation, and you could say, well, that was positive feedback. I was told that I was doing a good job and to keep it up, you are doing great things. Actually there was not one single negative comment, either from the principal or the coordinator. I get no reward for that; I got the verbal and written statements and that was sent to the superintendent. But as far as I know it ends there; nothing else is considered. I don't think that you get a note back from the superintendent saying, thanks for doing a good job.

So while the teacher evaluation process may have been intended to give certificated staff some sort of formal encouragement, it was evident that teachers did not perceive it as such. What is more, a few respondents believed that the teacher evaluation process was "one of the things that upsets teachers" and that they actually feared an evaluator's observations because evaluators were most often looking for the negative.

While there was very little evidence that supported a formalized system of giving encouragement to people, a number of respondents did indicate that people were sometimes encouraged in a subtle manner. One respondent suggested that he felt encouraged when he asked for permission to attend an out-of-district conference and received it. To this respondent and to others who had had similar experiences, this was subtle encouragement to perform well and perhaps some sort of recognition for doing a good job.

In addition to believing that there were no formalized measures in place to give encouragement, the majority of the respondents believed that formal recognition of a job well done or service recognition awards were nonexistent. One respondent stated:

> I do not think that there is anything to recognize teacher service. The only thing that I know of, and I do not know if it is related to anything, is that I get asked to go on a lot of committees and things like that. I do not know if that is supposed to be some kind of reward or not. I guess I am supposed to treat this as a reward for being a good teacher. I know that others feel that way about it. I have never heard of other forms of recognition.

Many others indicated that there was "no particular apparatus in place" to recognize the contributions people make to the district. One stated, "Morale is low and teachers do not get appropriate recognition for their efforts." Another stated:

> The way in which people are given recognition is not necessarily to hold them up up in front of a group and say that the person is doing a great job. It is more subtle than that. Recognition is given by asking people to work on committees or by giving them out-of-district workshops. Its given to broaden their horizons and scope. It is "somewhat."

Others agreed that the form of recognition was "not at all" to "somewhat." Many said that this was a "very low point," and that granting recognition was not something that the central office administrators were popular for. Time and time again the replies were, "I have never received any recognition for anything that I have ever done."

Preferred extent. There was a great deal of support for increased attention to the encouragement and recognition aspects of administering the district. The majority of respondents believed that there was a need for more informal and formal "head patting," and "congratulating." Several respondents indicated that "teachers out there need to hear 'hey, you are doing a good job', from the central office," because it "would make the teachers and the administrators in the schools perform a lot better." One respondent went on to state:

> In a profession such as teaching, sometimes it is difficult to see something constructive for your efforts. I think that encouragement along the way would go its distance to make up for the lack of a concrete product . . . . I think it is very necessary. Students look for the same thing. If you expect to get good results from the students, you have to commend them on their positive areas and not condemn them on the negative. I think administrators have to look at teachers in the same way.

In support of this and from a central office perspective, another respondent stated:

> I think that research points out that a person who is encouraged, recognized, and thanked will probably do a better job than those who are not. No matter how much experience or training we have, when somebody says, thank you, you have done a fine job, I think it creates that kind of atmosphere, that state of mind that somebody likes what I am doing . . . I think that it is very important . . . even for the best of us, and even for the worst of us . . . . I think it will encourage you to do a better job. The opposite discourages you.

It was generally believed, therefore, that there was a need to give encouragement and recognition. Many respondents suggested that formalized encouragement and recognition were necessary as a "morale booster." A few respondents indicated that "the only time [you] hear anything is when there is something that somebody somewhere does not approve of," and that "you get letters telling you that you should change things," so why not get some recognition for things you did that were good. As the belief goes "everyone likes a pat on the back . . . people need to be made aware of the fact that they are doing a good job." Phrases such as "it would enhance [my] performance" were typical of other responses received.

While it was believed that "there [would be] a problem of differentiating between those who do and those who do not" deserve encouragement and recognition, a number of suggestions were put forth as to how central office administrators could attempt to rectify the situation. Several respondents suggested that getting a personalized letter from the superintendent congratulating them on a job well done "would go a long way." Merit pay, mentioned by some, appeared to be a sensitive subject, as others indicated that they could not support such an initiative. A few respondents indicated that they believed there should be awards for those who do well, and "5 year, 10 year, 15 year, 20 year, 25 year [service] pins." Others suggested that "more staff promotion within the district" and simply getting together with central office administrators more often on an informal basis would be perceived as encouragement and recognition.

Summary. The findings indicate that people who worked in the district felt they did not receive adequate encouragement and recognition for their work. Respondents believed that central office administrators, while attempting to provide some encouragement through the teacher evaluation process and other subtle "perks," did not make a conscious effort to systematically praise those who were deserving of encouragement and recognition. The majority of respondents said that they could not score highly on this point as it was the one area in which they felt the district was lowest, which was confirmed by the statistical ranking of descriptors.

Encouragement and recognition was believed to be very important as a morale booster and most necessary if people were to be efficient, effective, and productive. Respondents generally believed that much needed to be done to improve on this aspect of the district's administrative operations.

BELIEFS ABOUT ADMINISTRATIVE ORIENTATION: A SUMMARY AND DISCUSSION

In this section the findings related to the beliefs that administrators and certificated staff held about the administrative orientation of central office administrators are summarized and compared with the Peters and Waterman (1982) theory of effective corporate organizational characteristics.

Encouragement and autonomy to explore new initiatives. According to Peters and Waterman (1982), employee autonomy and entrepreneurship to explore new ways of doing things is evident in excellent corporate organizations. Respondents in this study believed that while there were some limitations in terms of time and resources, people who worked in the district received a fair degree of encouragement and were granted the autonomy to explore new initiatives. It was believed that this should continue to be the case; however, the majority of respondents felt that there should be guidelines to govern the extent to which people utilize this freedom so that the interests of students and the organization were protected.

Orientation to change. When compared to Peters and Waterman's (1982) theory, the findings of this study indicated that central office administrators possess a limited bias for action orientation. While some respondents believed that central office administrators wanted to project an action-oriented approach to getting things done, and that changes in the number and quality of personnel and programs had come about, there was no strong evidence that this was actually occurring. Central office administrators may have possessed a bias for initiating new ideas, but an orientation to having these applied throughout the district appeared to be lacking.

The majority of respondents suggested that they could not embrace radical change or change for its own sake. However, it was believed that central office administrators should be more action oriented when it came to the consistent enforcement of policies and procedures that were developed. If something were to change, it would be the approach taken by central office administrators to ensuring that the policies of the board are applied consistently throughout the district. More of an action oriented approach to leadership and managerial responsibilities at the district level was desired.

Concern about problems that people experience. In the opinion of the respondents it was apparent that the extent to which district administrators demonstrated interest and concern about the problems experienced by people who worked in the district was moderately low. Peters and Waterman (1982) maintain that within excellent corporate organizations, "leaders have created exciting environments through personal attention, persistence and direct intervention — far down the line" (p. 279).

While some respondents in this study believed that the extent to which problems were dealt with depended on who was approached and involved, they did suggest that central office administrators were generally interested and concerned about the difficulties people experience. A significant number of other respondents believed that problems were not dealt with to their satisfaction. Most respondents believed that central office administrators could be more sensitive and concerned, visible, and involved in the schools.

These findings indicate that there was a difference not only between what actually happens in the district and what people preferred, but between excellent corporate organizations in this respect, and the extent to which these characteristics were absent in the school district. In other words, a "productivity through people" philosophy did not appear to be guiding the administrative orientation of central office administrators.

Taking into account what teachers, students, and parents want. Through the beliefs of the respondents, the findings suggest that the amount of attention directed at the wants and needs of teachers, students, and parents by the district administration was low. Peters and Waterman (1982) maintain that excellent corporate organizations are close to the customer, that they learn their "preferences and cater to them" (p. i). Respondents in this study believed that the involvement of students and parents was a necessary and moral responsibility.

It was believed that teachers concerns were, to some degree, dealt with through the committee structure and, in addition, that their needs were supposed to be addressed by their respective coordinators and principals. However, the autonomy of principals and program coordinators was viewed as impeding what could be a good two-way channel of communication between teachers and central office administrators.

From respondent comments, it was apparent that while central office administrators were to some extent aware of the needs of other members of the district, they may not have been, as Peters and Waterman (1982) suggest, close to the customer to any great extent. Respondents believed there was a need for central office administrators to direct more attention to teacher, student, and parent concerns because of their importance to the overall smooth administrative operation of the district.

Involvement in decision making. The findings indicate some differences of opinion with respect to the extent to which people who worked in the district were involved in decision making. While there was some doubt respecting to a real level of involvement, the majority believed that people were involved in a large number of committees and that the channel was there. It was also generally believed that decision making requires leadership and that final decisions should be left to those who occupy such positions. While this was the case, respondents believed that there should be more opportunity to have a real impact on what happens in this regard.

Peters and Waterman (1982) suggest that excellent corporate structures are characterized by their use of "task forces, project centers and other ad hoc devices" (p. 311) to aid in decision-making and implementation. This, coupled with few people at the "upper levels," allows for a more decentralized approach to decision making. While the school district under study did have a number of committees which formulated and brought forward recommendations to the central administration, it was apparent that the administration often had final and complete control over the implementation process. Thus, the simple-form, lean-staff philosophy of excellent corporations may not have been present, to a great extent, in the philosophical underpinnings of the administrative structure of this school district.

An essential professional service. Respondents believed that the extent to which people who worked in the district were encouraged to feel that they were providing an essential and professional service, was low. While central office administrators were attempting to develop those feelings, many respondents believed that such attempts were not satisfactory. It was believed that feelings of importance and professionalism came from being involved in committee work and in meetings that were attended by central office administrators, being given the privilege of attending professional development seminars, being closely involved with other professional people, from within themselves, and from their own provincial association. In addition, while it was believed that some negative attitudes exist toward the central office, respondents felt that this could be overcome by more professional encouragement from central office administrators and more visibility on their part.

The majority of respondents believed that central office administrators should encourage people who worked in the district to feel that they were providing an essential professional service to a much greater extent. This type of encouragement, in whatever form, was perceived as being not only essential to professional growth of individuals in the system but necessary for the overall effectiveness of the organization.

Peters and Waterman (1982) suggest that excellent corporate organizations "remain with the business the company knows best" (p. i). In a school district, the business is the education of students. The findings indicated that the people who worked in the district were not, to any great extent, encouraged by the central administration to feel that the service they were providing was essential and professional. That is, a stick-to-the-knitting philosophy of the type mentioned in the literature did not appear to be present to the extent preferred.

A sense of belonging. Peters and Waterman (1982) suggest that excellent corporate structures possess a "climate where there is dedication to the central values of the company combined with tolerance for all employees who accept those values" (p. i). In the present study this translated into beliefs about the extent to which people who work in a school district felt a sense of support in and belonging to the district as a organization.

The findings indicate that while central office administrators and principals experienced some of these feelings, teachers felt a limited sense of support in or belonging to the district. Teachers felt a great deal of support from their schools, professional peers, and provincial association, but they did not indicate feeling a sense of support in or belonging to the district as a global organization. While it was believed that commitment to the organization should be an important element, there was little evidence of loyalty or value sharing at an organizational level.

Encouraging and recognizing performance. Peters and Waterman (1982) suggest that within excellent corporate organizations "all employees [are given] the awareness that their best efforts are essential" (p. 1). They maintain that such "companies have a deeply ingrained philosophy that says, in effect, respect the individual, make people winners, let them stand out [and] treat people as adults" (p. 227).

Through the beliefs of respondents in the present study, it was evident that people who worked in the district did not receive adequate encouragement and recognition for the work they did. While it was believed that central office administrators were attempting to provide some encouragement through the teacher evaluation process and other subtle "perks," they were not making a conscious, systematic effort to praise members of the organization.

While respondents believed that encouragement and recognition was very important as a morale booster and most necessary if people were to be efficient, effective, and productive, when compared to Peters and Waterman's (1982) proposition central office administrators did not appear to promote this particular organizational culture characteristic.

SUMMARY OF THE CHAPTER

The beliefs of administrators and certificated staff about the administrative orientation of central office administrators were presented and discussed in this chapter.

From respondent comments it was evident that people did receive a fair degree of encouragement and were granted the autonomy to explore new initiatives. It was also found that this should continue to be the case, but that guidelines are needed to govern the extent to which people exercised this freedom so that the interests of students and the organization were protected.

Although respondents believed that they could not embrace radical change or change for its own sake, it was apparent that if something were to change, it would be the policy implementation and enforcement approach taken by central office administrators. A more action oriented approach to leadership and managerial responsibilities at the district level was desirable.

While some respondents believed that the extent to which problems were dealt with depended on who was approached, others suggested that problems were not dealt with to their satisfaction. The findings indicated a significant difference between what actually happened and what people preferred.

The findings suggest that the amount of attention directed at the wants and needs of teachers, students, and parents by the district administration was lower than expected. It was generally believed that the involvement of such groups was a necessary and moral responsibility. There were indications of a need for increased attention to these groups since they are important to the overall effective administrative functioning of the organization.

Some differences of opinion existed with respect to the extent to which people who worked in the district were involved in decision making. While certain respondents were in doubt, others believed that people were involved through a large number of committees and that a channel for input existed. It was also generally believed that final decision making requires leadership, and that this should be left to those who occupy such positions. Nevertheless, there was a desire on the part of many respondents for an opportunity to have a real impact on what actually happens in the organization.

The extent to which people were encouraged to feel that they were providing an essential and professional service was relatively low. While it was generally believed that central office administrators should be giving this type of encouragement to a much greater extent, and that some attempts had been made to develop these feelings, many respondents found it unsatisfactory. Negative attitudes appeared to exist toward the central office administration and this was seen as impeding good human relations. There was limited evidence to suggest that central office administrators formally encouraged people to feel that they were providing a service that was essential and professional.

While some respondents did experience feelings of belonging, the majority reported feeling only a limited sense of support in or belonging to the district as a whole. Most people felt part of their individual schools and received support from their professional peers and provincial association. It was generally believed that commitment to the organization was important; however, there was little evidence of loyalty or value sharing at an organizational level.

The findings indicate that people who worked in the district felt they received limited encouragement and recognition for their work. While it was believed there was some encouragement through the teacher evaluation process and other subtle "perks," this could be improved as it was viewed as an important morale booster and most necessary if people were to be efficient, effective, and productive.

The findings related to the perceived extent of certain characteristics of administrative orientation did not appear to be consistent with the Peters and Waterman (1982) theory of corporate organizational effectiveness. The exception being the extent to which central office administrators grant encouragement and autonomy to explore new initiatives. However, the beliefs of respondents for preferred administrative orientation were in some ways similar to the propositions put forth in the literature.

Chapter 9

BELIEFS ABOUT EDUCATIONAL ORIENTATION

This chapter presents an analysis and discussion of the findings related to the second research question of general question two, which read:

2.2 What beliefs do administrators and certificated staff hold about the educational orientation of the district?

Data on beliefs about educational orientation were obtained using the Organizational Culture Inventory (Appendix B). During on-site structured interviews, 24 administrators and certificated staff members were asked to comment on and rate, on a two-part, five-point scale ranging from "not at all" to "very great", the extent to which each of five items represented their beliefs about the general educational orientation of the district. Respondents were also asked two general questions. One related to the core mission of the district, and the other requested general comments.

As mentioned in Chapter 4, five descriptors of organizational culture related to educational orientation were identified. Thus respondents stated their beliefs about the extent to which people who work in the district did and should (a) demonstrate educational goal awareness, (b) utilize a student-centered approach to instruction, (c) emphasize student achievement and performance, (d) emphasize student-control procedures, and (e) share the same beliefs about the education of children. Respondents also provided information about what they believed was and should be the core mission of the district. Correlated t-tests were used to determine significant differences beyond the .05 level of significance between actual and preferred extent for each descriptor. A computer-assisted content analysis of respondent comments within each descriptor was also used.

FINDINGS

The statistical findings associated with each descriptor, summarized in Table 9.1, shows means for actual extent ranging from a low of 2.25 (between somewhat and moderate extent) for student-control procedures, to a high of 3.17 (between moderate extent and great extent) for sharing beliefs about the education of children. Preferred means ranged from a low of 3.63 (between moderate extent and great extent) for student-control procedures, to a high of 4.25 (between great extent and very great extent) for educational goal awareness. Significant differences were found between the extent to which each identified variable was characteristic of the district and the extent to which it was preferred. That is, the extent to which the variables were characteristic of the educational orientation of the district was less than preferred.

Sharing Beliefs about the Education of Children

Respondents commented on the extent to which people who worked in the district shared the same beliefs about the education of children, and the extent to which they should share such beliefs. On the five-point scale, the extent to which people shared the same beliefs about the education of children ranged from "moderate" to "great," a mean of 3.17. For preferred, respondents also believed that such beliefs should be shared from a "moderate" to a "great" extent, a mean of 3.83.

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Actual extent. Some respondents felt there was "no common ground," while others believed that, although there were diverging views, from an overall, philosophical standpoint people did share the same beliefs to some extent. There was some indication that the beliefs of those working in the schools sometimes differed from those of central office

Table 9.1

Comparison of Actual and Preferred Beliefs about the Educational Orientation of the District

	Actual				Preferred					
Descriptor	N	Mean	S.D.	Rank	N	Mean	S.D.	Rank	t-Value	Significance
Sharing Beliefs about the Education of Children	24	3.17	0.96	1	24	3.83	0.82	4	-2.89	0.01
Student Achievement and Performance	24	2.96	1.08	2	24	4.13	0.99	3	-5.24	0.00
Approaches to Instruction	24	2.75	0.90	3	24	4.21	0.72	2	-7.00	0.00
Educational Goal Awareness	24	2.71	0.86	4	24	4.25	0.61	1	-7.40	0.00
Student-control Procedures	24	2.25	1.33	5	24	3.63	0.92	5	-4.59	0.00

Means for Actual and Preferred responses were calculated on the basis of the following response scale: 1 = Not at All, 2 = Somewhat, 3 = Moderate Extent, 4 = Great Extent, and 5 = Very Great Extent.

administrators.

A number of respondents suggested that people did not really share the same beliefs about the education of children. One of these respondents stated, "As professional educators you should be able to find some common ground, but it is not there." Another said:

> There are principals within the district who . . . range from authoritative to laissez faire . . . the extremes are there, so in all other aspects of education there is just as much diversity . . . . We do not have the same beliefs, just do not.

One other said, "Throughout the district I would have to go for "not at all" because there is so much diversity." Others implied that even within a given school "there are vast differences of opinion." In support of this a central office respondent said, "I think that there is a very wide gap. I think some people . . . feel there are certain ways of doing things but some . . . have difficulty with this.

From the comments of some respondents there was evidence that a difference not only existed between what individual teachers believed, but between what teachers in general believed and what central office administrators espoused. In relation to this one respondent stated:

> Sometimes there is a difference between what staffs of other schools believe and the school district itself. Sometimes I do not think that we click at all . . . . So I suppose the teachers within the district themselves hold similar beliefs, to a great extent. Sometimes that clashes with what central office actually promotes.

Another supported this saying that "there is a philosophy at the teacher level, but this appears to break down at the administrative level; there is a dichotomy. There appears to be a different philosophy that operates in central office." For these respondents the diversity they saw was indicative of a lack of consensus with respect to the extent to which people who worked in the district shared the same educational beliefs.

The majority of respondents suggested that while beliefs might not be shared to a great extent, there was some common philosophical mind-set. One respondent said, "We all seem to be on the same wavelength," and others suggested that most people had a similar "theoretical goal in mind." For these respondents, diverging opinions were to be expected. One respondent said, "At any one time you may find two teachers disagreeing on a way to go about things, but the overall . . . from a philosophical stand-point people do share the same beliefs." Another suggested that while some differences seem to exist, "if push comes to shove, there is a common theme to the best that I am able to figure out."

So while some respondents believed that the extent to which beliefs about the education of children were shared was low, others believed there was a significant amount of sharing from a basic philosophical point of view. However, there was evidence that a difference not only existed between individual teachers and schools but between what teachers in general believed and what was asserted by central office administrators.

Preferred extent. A majority of respondents believed that, within a context of diverging opinions people should share beliefs about the education of children more than they did. Time after time respondents replied that there was a need for common understandings and value sharing when it came to the education of children. The words of one respondent best express why this should be the case:

> . . . we have a lot of policies that I think are certainly breaking ground in the district. I think that having policy like that, having those beliefs, stated good beliefs and yet allowing the schools to operate in a kind of a vacuum is not quite what I would like. I would like . . . [there to be a] child-centered . . . approach . . . I would like it so that when we come together as teachers, we are talking from a common point because there is that consistency — a consistency that makes us feel the we belong because we are doing, not as robots, the same thing, but because we are doing basically the same kinds of things because we believe it . . . . I think it is important that we share them to a great extent and allow for diversity and opinions, we have got to have that too. Reaching a kind of general consensus that you work within overall. Work within your own schools, with

> your teachers, but have the basic goals seen by all.

In a similar context others agreed that there "should be some common ground," "some sort of consensus," and that people "should be able to work together."

From a central office perspective, the need for consensus was also evident. One respondent said:

> I think that we should be closer than [we are] . . . . You have to have diverging opinions, but your basic goal is the intellectual, spiritual, moral, and physical development of the child. There are all kinds of branches and tangents that you could go on . . . as long as you keep that central item as the fullest development of the child . . . .

Another indicated that people should share the philosophy of the board, within which there should be room for diverging opinions. This respondent went on to state:

> You are working for an establishment, and I believe you should believe in that establishment or perhaps you should not be there. That is very important. There are certain things . . . that I do not personally believe in. But if you are part of the establishment, you have to be part of the establishment and conform to its norms. But again, within the norms you can be fairly liberal . . . . I think that that is how it should be, or you would have chaos.

Summary. Respondents believed that the extent to which beliefs about the education of children were shared to be from a "moderate" to a "great" extent. While some suggested that there was not much consensus and too many diverging views, there were others who believed that from a basic philosophical stand-point there was a significant amount of sharing. Differences appeared to exist between what individual teachers and schools believed and that which was espoused by central office administrators.

People generally believed that they should share the same beliefs about the education of children to a greater extent. It was commonly suggested that through sharing there would be a greater sense of belonging and a greater commitment to the educational needs of children, and the organization. Central office administrators believed that people within the organization should buy into the philosophy of the "establishment" and that within this context divergent opinions could exist.

Student Achievement and Performance

Respondents were asked to indicate the extent to which people who worked in the district emphasized student achievement and performance, and the extent this should be emphasized. With a mean of 2.96, the findings indicate that the extent to which student achievement and performance was being emphasized ranged from "somewhat" to "moderate." On the five-point scale, respondents suggested that student achievement and performance should be emphasized from a "great" to a "very great" extent, a mean of 4.13.

Actual extent. The Canadian Test of Basic Skills (CTBS) was used extensively at certain primary, elementary, and junior high grade levels and provincial public examinations were used in Grade 12. While there was some agreement that a general emphasis was placed on achievement and performance, a few respondents indicated that it was not sufficient. Respondents believed there was more emphasis on achievement and performance in the higher grades (7 through 12) than in the primary and elementary sectors (K through 6). The findings indicate that except for the testing mechanisms referred to above, there were few other formal procedures in place to assess and monitor student achievement and performance at the district level.

The Canadian Test of Basic Skills was administered to selected grades on a yearly basis by the provincial Department of Education. Results of these tests were published by the department and distributed to all school districts throughout the province, and permit comparison between schools in a district and between districts. In relation to these tests one respondent said, "each school and board would like to see good results," so there appeared to be quite a bit of emphasis on having students perform well. Another respondent indicated that "when the CTBS comes out and the board shows up poorly, there is a great uproar."

Some respondents believed that even though there were no specific mechanisms to monitor student achievement and performance across all grades, there was a general expectation that students do well. Some respondents suggested that district-level program coordinators "work with the teachers and the principals to make sure that they are covering what is expected of them," and that "the focus is on the success of . . . individual students rather than on the amount of material a student can regurgitate." Others supported this and pointed out that "performance is still the key," and that "achievement is what you hear."

For a few respondents a general emphasis without formalized procedures meant that student achievement and performance was "played down." These respondents suggested that "there is not much done to recognize academic endeavor," and that there appeared to be "avoidance" of the fact that students needed to realize there were failures in life and that school should be a place where some of these were experienced. One of these respondents went on to say, "My own personal feeling is that if it is played down too much, it takes away a lot of motivation."

Many respondents indicated that a great deal of emphasis was placed on achievement and performance at the junior and senior high school levels, but not all agreed that this was positive. For some the "unstructured" and informal emphasis of the primary and elementary sectors was seen as a better approach. With regard to this, one respondent said:

> In our district, if there are any good things happening it is happening in the primary. I am not saying that in the primary and elementary they are not insisting that students do good work. I think the emphasis in this sector is on creating the right learning environment and that kind of thing.

Another suggested that while some emphasis on academic achievement was important "there is a hell of a lot more to education" than competition and being able to answer quickly and regurgitate information from textbooks.

Those who supported the notion of emphasizing standards for achievement and performance were mostly at the junior and senior high school levels. It was generally believed that in this sector there was a need for high expectations, especially as far as "public examinations" and the expectations of postsecondary institutions were concerned. As a typical reaction from this group, one respondent said there was real pressure to perform because "when a school can point to the results of the provincial examinations and say, we have a number of . . . honors graduates, students and teachers . . . schools, school boards, and parents like to hear that."

Preferred extent. Respondents generally believed that there should be more emphasis on student achievement and performance, but there were mixed feelings about the type and nature of performance standards emphasized. While respondents preferred that student assessment be informal and left with the individual school and teacher, they saw a need for some degree of consistency across the district.

Some respondents felt they were there to develop in the child "some sense of performance, what is quality performance for [them] and not student against student." Others suggested that there was a need for higher expectations and that this would lead to increased achievement and performance. One of these respondents said, "It seems like the more you reward and emphasize achievement and performance, the better kids will do." One other said,

> When they get older it is good for them to realize that there is such a thing as achievement and competition out in society, not only at postsecondary institutions, but they have to compete in our Western society . . . . It is not a socialistic state at all . . . they have to learn that and get out there and compete. They have to have the rudiments of this, and this has to be in school.

In response to such suggestions, others argued that children were not in the system to be treated like "mannequins" but to be "developed in such a way that they do not grow up feeling a sense of superiority as a result of a contest won or a placement within a grade." In relation to this one respondent stated:

> Rather than the emphasis on marks I would like to see thought-provoking activities taking place, expressing opinions and why, rather than just giving back something. There should be less emphasis on student achievement and performance when it comes . . . to measuring up in an examination. I would like to see more emphasis on . . . actual mental development, and I do not think that you have to have high marks for this. I would like to see students be able to reason things out . . . .

A small number of respondents suggested that the inconsistencies between schools in the district should be addressed. If "the focus of the [district] is [to be] on the success of students, individual students, rather than on the amount of material a student can regurgitate," all people who worked in the district should understand this to a very great extent. This understanding was not evident and, as several respondents indicated, there appeared to be a need for "firm guidelines" that were "established and communicated" throughout the district.

Summary. The findings suggested that while there was some attention to student achievement and performance, and some formalized procedures were in place, there were mixed beliefs about the extent to which a district level of emphasis was necessary. While central office administrators maintain that the emphasis was on individual student success, rather than rigid standards and competition, there were variations on the extent to which this was used in the different school sectors. Some believed that a great deal of formalized emphasis was not necessary: those who did came from the junior and senior high schools.

It was generally believed that there should be increased emphasis on student achievement and performance throughout the district. For some respondents this meant an increased emphasis on district wide standardized procedures, whereas for others it meant increasing the awareness about the district's philosophy regarding student achievement and performance. As regards student achievement and performance, the findings indicate there was very little consistency throughout the district.

Approaches to Instruction

Respondents were asked to indicate the extent to which people who worked in the district were using a student-centered approach to instruction, and the extent to which they should be using this approach. On the five-point scale, the findings indicated that the extent to which people who worked in the district were using a student-centered approach to instruction ranged from "somewhat" to "moderate," a mean of 2.75. With a mean of 4.21 for preferred, a student-centered approach to instruction was desired from a "great" to a "very great" extent.

Actual extent. From respondent comments it was evident that a variety of general approaches to instruction were being used throughout the district. In some schools and classrooms, instruction was believed to be student-centered, while in others teacher- and curriculum-centered approaches were the basic modes of teaching. There appeared to be not only differences between individual teachers and schools, but also vast differences between the primary/elementary sector and the junior/senior high schools. It was generally believed that the basic emphasis was on meeting curriculum requirements rather than on the individual needs of students.

With respect to the variety of approaches used, one respondent's comment was typical: "Approaches to instruction are different in every school and probably different in every classroom. One would probably hope that there is some consistency. There certainly is not any resemblance in instruction from one school to the other." While some respondents suggested that the situation was improving, others indicated that in actual fact it was "somewhat" because while the premise was there for continuous progress, it was not really working.

As mentioned in Chapter 8, people working in the district felt that they had a fair degree of autonomy to do what they wished. This appeared to be particularly the case with respect to instructional methodologies. While the district professes to have a student-centered instructional philosophy, in practice any approach to instruction is apparently tolerated. Perhaps a contributing factor to this proliferation of approaches is the fact that teachers and others felt they were expected to cover the essentials outlined in provincial curriculum guides and accommodate external factors over which they had little control. Several respondents pointed out that while the philosophy of the district was student-centered continuous progress, they were still locked into a definite grade- and credit-oriented structure. One respondent said:

> We are still built . . . within a structure . . . . If you meet this grade, then you may continue on . . . . I think we all attempt to have it student-centered, but . . . I think we sort of put our children within a program and say . . . if you can complete this task, then you may go to the next. So the emphasis is on the curriculum and covering the content . . . . You cannot find agreement on it.

Others suggested that they "get caught up in what [they] are teaching rather than who" they were teaching because "you get into the mode of having to have so many credits to go to university and other places; you have to write examinations and have got to have marks and so on." But another suggested that this happened because "teachers are not able to see the student as being at the center of the learning process."

It was generally believed that the approach to instruction in most primary and elementary schools was more student focused than in junior and senior high schools, as illustrated by the following comment: "The focus in . . . Kindergarten to Grade 6 . . . is on the who. My perception of the grades 7 to 12 . . . is that it is on the what." According to another respondent, primary and elementary schools were believed to possess a more positive, student-centered ethos. The respondent said, "It appears as if teachers become part of the children at that level." Another suggested that at the primary and elementary levels "the student is the most important person . . . the student is at the center of the learning process." A respondent from one of these schools stated, "I do not teach subjects, I teach children."

Junior and senior high schools were believed to be teacher- and curriculum-centered and -controlled. All respondents felt that these schools were geared to a rigid, graded structure where the continuous progress, student-centered philosophy of the district was not fully practiced. One suggested that in this atmosphere, "the youngsters' personalities are lost" and that this was a serious problem.

Central office administrators were among the first to admit that there was "a big dichotomy" between the approaches used in the primary and elementary and the junior/senior high schools. While pointing out the reality that students in junior senior high have to live up to the expectations of provincial examinations and postsecondary institutions, central office respondents indicated that they still preferred a less teacher-centered approach at this level. In the words of one school-based respondent, the approach used in the higher grades was changing: "We are eventually and progressively getting away from teacher-centered instruction. We are getting more down to the students and the student level."

Preferred extent. Respondents believed that a student-centered approach to instruction should be used because, "the student is the most important thing in the school." While some insisted on controls to ensure that curriculum standards and other expectations were being met, respondents repeatedly said, "I think the focus should be on who, rather than on what we are teaching." Most respondents agreed that the purpose of instruction was to provide "for the needs of each child to the best extent possible," and that this could be best accomplished when the child is involved "intimately with the teacher, working closely with the teacher and being part of the instruction that is going to take place." In support of this a central office respondent said, "It is important that we are aware of concepts which the child should master before moving to the next level, but not important to cover text books." The comments of others supported this position. One said that teachers should be teaching "children rather than texts," and another maintained that the focus should be on students and the "learning process" rather than on meeting program requirements.

Summary. The findings indicate that a wide variety of instructional approaches were used in classrooms and schools throughout the district. While student-centered instruction was believed to be the chief mode of the primary and elementary sectors the approach in the junior and senior high schools was believed to be teacher- and curriculum-centered and controlled. The freedom of teachers and principals, a rigid graded structure, and external expectations was believed to be contributing to the lack of consistency in instructional methodologies.

It was generally believed that a student-centered approach to instruction should be used to a much greater extent. Even with some limitations to this approach and the external expectations, it was believed that there should be consistency throughout the district and that an increased emphasis be placed on who was being taught rather than on what was contained in textbooks.

Educational Goal Awareness

Respondents provided information on the extent to which people who worked in the district were aware of a clear set of educational goals for students and the extent to which they should be aware of these goals. They were also asked about their own goals for students. With a mean of 2.71, the extent to which people were aware of a clear set of educational goals was from "somewhat" to "moderate." For preferred, the findings indicated that there should be "great" to "very great" awareness of a clear set of educational goals, a mean of 4.25 on the five-point scale.

Actual extent. A school board policy handbook and a rationale for educational development in which the policies and educational goals of the district were outlined existed, and most respondents were familiar with them. Nevertheless, some still indicated that they were not totally familiar with the goals of the district. The underlying belief was that goals did exist and that people were generally aware of them; however, the extent to which these were translated into actual classroom practice was problematic. "The teachers have to implement the philosophy," said one respondent; however, it was apparent that some of them did not really understand it. Some respondents were a little skeptical about the extent to which every member of the district was totally familiar with district educational goals as outlined in the policy handbook. One respondent stated:

> We have a policy handbook, the goals are outlined there, each principal has one. Some of [the goals] are provincial and some of these are district based goals. Most principals are aware of these goals. Most teachers also, again I suppose it depends on how much coverage or how much has been relayed to them by their principal or by district staff.

Other respondents also indicated that even though the goals existed "on paper" they may have not been "memorized," applied consistently in the day-to-day work of teachers in the classroom, or achieved consistently across the district. One respondent said, "I am sure, philosophically speaking, they are probably clearly aware of it. Putting it into practice is a different kental of fish" [112 pound measure (Story et al., 1982)].

For some respondents the objectives of their specific subject or grade area, or instructional goals and objectives, were of more immediate concern than the philosophical goals of the organization. One of these respondents stated, "With respect to senior high school, our educational goals are outlined in the course outlines and so on and so forth." Another said, "If you asked all the teachers to come up with the goals of the board, you probably would not get a very good response," adding that they would know their own subject area instructional objectives.

A rationale for educational development was adopted by the board in 1979. According to one central office respondent, this rationale spells out "our philosophy . . . and policies . . . in education, how we feel about teaching strategies and methodologies, how we feel about rapport, and how we feel about school ethos and that sort of thing." This respondent went on to say that when this was developed, all teachers in the district were "part of [the process] and discussed it very thoroughly." From this perspective it was assumed that the people who worked in the district were familiar with it, although the respondent continued, "Whether teachers are still familiar with this, I do not know. There may be people out there who have never heard of it." So from a central office perspective the expectation was that people in the district should be familiar with the goals of the organization because, as one respondent said, "They have these before them . . . and [they] are required to be aware of them . . . ." Even though this should have been the case, not all respondents believed they were familiar with the goals, as indicated by the following comment:

> I think that a lot of the teachers would be a little rusty on a lot of the goals. I do not know if many teachers have actually sat down and read the full policy statement of the board regarding goals, objectives, and aims of education."

Others replied, "We are only somewhat clear on what we are all about," and, "I would doubt that they are all aware of a clear set of educational goals."

In supporting the argument that people were aware of the goals, other respondents suggested that the level of awareness was only to a moderate extent. One of these respondents said, "Probably to a moderate extent we are aware of the goals that have been set out within this district, the policy of our school board in terms of continuous progress for each child and so on." Another suggested that people were generally aware but that "sometimes you wonder if it is the goals of the district or the goals of the province or goals that should be general." Most respondents agreed, and suggested that while those who worked in the district might not be entirely familiar with the specific goal statements, they were aware of them in terms of broad, general, "motherhood" statements that were left open to "their own interpretation." It was generally believed that this level of awareness was acceptable.

Preferred extent. It was generally believed that people should have been aware of the goals of the system in which they were working. The overwhelming response was that people "should be aware" and "should be made aware" to a great extent. Some suggested that understanding and awareness of the goals should be "insisted on" because, as one respondent said, "You are working within the system, therefore, I think you should have a good awareness of what the system is all about . . . ." Another supported this, stating, "We have got to know . . . otherwise we would be running off in all directions, jumping on bandwagons . . . not . . . able to evaluate what is coming at us . . . . So we have got to have some basic directives in mind." Other respondents suggested that it was not only important for everybody to be aware of the goals of the district, but also that they "actively" work "together to reach some of those goals." One said, "We are working for students, and the goals should be clearly set out and understood by all."

Goals for students. A number of general and specific goals for students were enunciated by respondents. For some the basic, general goal was "to develop the child to his or her fullest potential." Other respondents were more specific and said that their basic goals were to develop in children: "independence, an enquiring mind, questioning, good citizenship, responsibility, and self-discipline," "the ability to think critically and constructively," a positive "self-concept and [feelings of] self-worth," "a desire to do better," and to have students "think and solve problems." Still others indicated that their goals were to have the student "become potentially bilingual," read at a certain grade level, and successfully complete a grade requirement.

Central office administrators' goals were very similar to those of other respondents. Their goals were for children to be "successful" and "able to think their way through things." In addition, one central office respondent stated:

> I suppose the best goal is to have teachers in this district come to grips with what our philosophy is . . . . I suppose the main goal is for . . . teachers to come to grips with what we are all about in this district. I am finding this a problem because they are not; a lot of teachers are not coming to grips with it. But I think our main goal is that. If we could come to the point where most teachers would understand that the main purpose of their job is the child in the classroom and that child should be there to succeed regardless of their personal whims or whatever, it is the child.

From this it was apparent that for central office administrators, a goal of the system was not only that children be successful and be developed to their potential, but also that teachers and principals share the philosophical orientation of the organization.

Summary. Respondents believed that they were aware of a clear set of educational goals for students from somewhat to a moderate extent. While it was believed that the goals of the district were outlined in the board's policy handbook and in it's rationale for educational development, it was evident that there was not total familiarity with these specific statements. Respondents generally believed that the philosophical orientation of the district was the basis for everyone's thinking.

It was generally believed that there should be more familiarity with, and awareness of, the district's goals than there was. The findings indicate that a high degree of familiarity with what the district was all about was believed to be necessary for the successful organizational goal achievement.

Many of the goals which people possessed, while similar in nature, did vary in their degree of specificity among members of the district. Most respondents appeared to share the same basic student goal orientation. Central office administrators had goals for people who worked in the system; however, these were not evident in the responses of those who worked outside the central office.

Student-control Procedures

Information was collected about the extent to which people who worked in the district emphasize student-control procedures, and the extent to which they should be emphasizing them. The extent to which student-control procedures were emphasized in the district was "somewhat" to "moderate," a mean of 2.25 on the five-point scale. The extent to which such procedures should be emphasized was from "moderate" to "great, " a mean of 3.63.

Actual extent. Respondents believed there was very little consistency in student disciplinary procedures throughout the district, that student discipline was mainly an individual school concern, and that this was a problem. Although the school board had adopted general guidelines for student discipline and control, a small number of respondents indicated that they were not familiar with them. These respondents suggested that if guidelines actually existed there was no consistency between schools with respect to them. Perhaps contributing to the lack of consistency throughout the district was the belief that discipline was "pretty well" an individual "school concern." In this context the beliefs of respondents varied. If satisfactory student discipline and control procedures were followed in a particular school, respondents from that school felt that there was no need for central office administrative attention. However, in schools where discipline was believed to be lacking, respondents saw a need for increased attention and suggested that central office administrators were not providing it. From one perspective a typical response was "Discipline procedures are handled by the individual schools," and from the other it was, "Discipline has been a serious problem in this school . . . the [central office administrators], in anything that I have seen, has not placed any emphasis on correcting the problems."

Central office administrators recognized that there were some inconsistencies in student-control procedures from one school to another and that this caused some problems. One respondent suggested that rules and regulations were not written down by central office because in all likelihood they would not be followed. Nevertheless, the respondent went on to say, "there are some standards and expectations and you have to have these." Another respondent stated: "We have some guidelines for student-control and behavior. If a student does something, there are guidelines for what the principal is supposed to do."

These comments and an examination of the board's policy handbook indicated that general guidelines for dealing with student problems were in place. The fact that there were inconsistencies from school to school meant that policies were either not being enforced or that teachers and principals were not completely aware of their existence. A number of respondents did indicate that they were not aware of any "formal policies" related to student discipline and control.

In recognizing that there were problems in some schools a few respondents, including central office administrators, believed that these were perhaps partially attributable to the ethos of the school. One respondent stated:

> This comes out of the atmosphere of the school, the teacher attitudes and methodologies, a lot of this is there . . . . The Kindergarten to Grade 6 children . . . for the most part . . . are finding school to be a very happy place to be. The teachers are part of them, working in groups and so on . . . . I am not comfortable with some of the situations in the high [schools] and I do not know whether rules and regulations will solve it, and that is a problem . . . . I think that a lot of it is teacher attitudes toward . . . students. The students are crying out for help; it might be in programming, it might be attention . . . .
>
> The answer to your question is I think we have to tighten up along the way . . . . The tightening I am talking about is a partnership . . . that is not there between the 16- to 17-year-olds and teachers. You have to know your students, and I think the big one is for us to know our students and be able to be challenged by that, you know. I agree that there is something that has to be done in some schools . . . we have in some of our high schools beautiful rapport between teachers and students . . . so maybe it is personality conflicts and problems . . . .

Preferred extent. While the majority of respondents believed that there should be consistent enforcement of board policy on student-control procedures in all schools, a few maintained that student discipline and control should be left to the individual schools.

Typical of the comments in support of consistency were the following: "There should be some consistency across the district with respect to what is happening in individual schools," "There has to be structure and general regulations," "There should be a laid-out procedure which you can go to. Then when teachers walk into the classroom, they know the situation and students know it as well." Those favoring a school-based approach offered the following opinions: "the school [should] decide what procedures to use in controlling the school," and "it should be in the hands of the school . . . the school is best able to assess the situation and bring the necessary actions."

Summary. The findings indicate that people who worked in the district emphasized student-control procedures from somewhat to a moderate extent. Even though some respondents indicated that they were not aware of any formal policies, the district did have established broad, general guidelines for use in student discipline and control matters. There was inconsistency in the application of this policy throughout the district. In recognizing this central office administrators and others suggested that perhaps some of the discipline problems could be attributed to school ethos.

While respondents believed that there should be more consistent enforcement of school board policy, it was apparent that discipline procedures themselves, could be dealt by the individual schools.

Core Mission

In a general question respondents were asked to indicate what people who work in the district believed to be the core mission of the district, and what they believed should be its core mission.

Actual core mission. As previously mentioned, in 1979 the district developed and circulated a rationale outlining the board's 16 general objectives for education. Some of the respondents interviewed could not recall ever seeing this document and indicated that they were not entirely sure what the core mission of the district was. Others suggested that while they had seen the document, they had not memorized the specific objectives and were only aware of them in a general, philosophical sense.

Most respondents felt that the core mission of the district was to assist in the development of children to their potential. Others believed that the core mission of the district was to "ready each child that goes through the school system for society," "provide a good education for the students and give them the best possible preparation for the future," "educate children and . . . prepare them for the work force," "enable students to live fruitful adult lives," "prepare and direct [children] to certain career choices," "set up schools, organize programs, and provide facilities to best meet the needs of individual students," and "to develop in children critical and logical thinking, independence, respect for authority, self-discipline, positive self-esteem and a positive self-concept, socialization skills, vocational and basic skills, and values [and] positive attitudes."

From a central office perspective, the core mission of the district was to "give each pupil the opportunity to develop according to his potential into an inquiring, self-aware, articulate, sensitive, and socially responsible human being," "to enrich the intellectual capacity so that students can arrive at an affective dimension to living," and

> to see each of our students be successful to the extent that they have a foundation to go into society and be productive human beings . . . . Everything else is subservient to that . . . . If there were no students here, there would be none of us here . . . . We are here because the students are here and because they want to be successful . . . .

Essentially all respondents felt that the district existed to serve students and that meeting the individual needs of children was their first priority, but that they were only fulfilling their mission to a moderate extent.

Preferred core mission. While respondents suggested that there should be more emphasis on such things as "basic skills" and "equality" of educational opportunity throughout the district, for the most part they believed that the core mission of the district should remain unchanged. As one respondent said,

> There is no difference between what is and what it should be. I think that we are trying to develop in children critical and logical thinking, appreciation, respect for authority, self-discipline, a positive self-concept, and vocational and basic skills.

Others suggested similar things but added such things as fostering creativity, socialization and self esteem.

In their comments, a large number of respondents indicated that the extent to which they felt the district was satisfying its mission was from "somewhat" to a "moderate extent." The comments of a few respondents best summarize the findings related to this: "I think that we are underachieving in all of these . . . possibly with the exception of socialization, but I think that there is a lot of room for improvement even here," and

> We are only achieving this to a moderate extent. There are some students going out of our district who have done very well and have taken their place in society. Then there are others who are not going out of the district; in fact they are going out of our schools wanting. These are the ones we are not reaching . . . . I think that we are reaching perhaps 70 to 80 percent. But apart from that there is a core that we are not reaching, and I have some problems with that . . . .

Summary. The findings indicate that the core mission of the district was believed to be children, their well-being and development. However, while this was a majority belief it was also believed that this was not being accomplished to a great extent. With an increased emphasis on basic skills and equality it was believed that the core mission of the district should remain unchanged, but that it should be achieved to a greater extent.

BELIEFS ABOUT EDUCATIONAL ORIENTATION: A SUMMARY AND DISCUSSION

In this section the findings related to beliefs which administrators and certificated staff members held about the educational orientation of the district are summarized and compared to the Murphy et al. (1984) characteristics of effective school districts and other literature on excellent corporate and educational organizations.

Sharing beliefs about the education of children. From the literature it is evident that common beliefs about the education of children permeate effective educational organizations. Levine (1985) as well as others, suggests that "a shared culture or set of values" (p. 64) and common philosophical beliefs about the work of the organization and how goals are achieved exist in effective schools and other educational structures. In addition, Murphy et al. (1984) maintain that effective school districts possess mechanisms "to increase the interdependence of staff around the philosophy, goals, and practices of the district" (pp. 13-14).

The findings of the present study indicate that members of the district did, to a certain extent, share beliefs about the education of children. While some respondents suggested that there was not much sharing because too many diverging views were present, others believed that, from a basic philosophical standpoint, there were common understandings. From this it was evident that while members of the district may have shared the philosophical orientation of the organization, they differed with respect to how goals should be achieved. It was also believed that a difference existed between the beliefs of those who work outside the central office and those held by central office administrators.

Members of the district generally believed that they should share the same beliefs about the education of children to a greater extent. Through sharing, it was believed, there would be a greater sense of belonging and commitment to the educational needs of children and the organization. It was suggested that divergent views were permissible but only within the context of "establishment" philosophy.

From these findings it was apparent that members of the district shared philosophical beliefs about the education of children; however, beliefs about the ways in which goals were to be achieved were not shared to a great extent. In addition, with the exception of a formalized committee structure there was no evidence of mechanisms to promote this sharing. It appeared that people who work in the district may not share beliefs to the extent suggested in the literature.

Student achievement and performance. According to Murphy et al. (1984), high expectations and "a district wide system of monitoring student progress" (pp. 13-14) are characteristic of effective school districts.

In this study, it was found that while there was some attention to student achievement and performance, and some formalized procedures in of terms national and provincial testing mechanisms, there were mixed beliefs about the extent to which a district level of emphasis was necessary. Central office administrators believed the emphasis was on individual student success rather than rigid standards and competition. However, there was an obvious difference between the extent to which this was emphasized in the different school sectors, as well as among respondents with respect to the extent to which formalized procedures were necessary.

It was generally believed that there should be increased attention to student achievement and performance. Some respondents felt that there was a need for district-wide standards and procedures; however, others felt there was a need to develop an awareness among all district staff as to the actual philosophical orientation of the district regarding student achievement and performance. These findings indicate that the consistent measurement and monitoring of student achievement and performance, was not present to the extent advocated in the literature.

Approaches to instruction. Murphy et al. (1984) maintain that effective educational organizations have an established consistency in their instructional methodologies. In keeping with the specific goals of the system, there are specific instructional strategies defined to enable consistent goal achievement.

The findings of this study indicate that a variety of divergent instructional practices were used in classrooms and schools throughout the district. While continuous progress, student-centered instruction was believed to be the primary method used in some schools, the approach in others was believed to be teacher- and curriculum-centered and -controlled, and a number of factors were perceived as causing this. It was believed that a continuous progress student-centered approach to instruction should be used to a much greater extent, and that there should be consistency throughout the district in this regard. That is, consistency in instructional methodologies which is believed to be a characteristic of effective school districts did not appear to be present to the extent preferred.

Educational goal awareness. Murphy et al. (1984), Levine (1985), and Whitford and Hovda (1986) suggest that a dominant characteristic of highly effective educational organizations is dedication to the basic goals of the system. In such organizations, goals are clearly delineated and all organizational members are constantly working to achieve them. Moreover, the leadership in such organizations ensures that the basic goals which guide the organization are widely distributed and clearly understood by all.

Respondents in the present study believed that they were only somewhat to moderately aware of a clear set of educational goals for students. The goals of the district had been explicitly stated in the board's policy handbook and in its rationale for educational development. And while a general awareness of the philosophical orientation of the district did exist, it was evident that people were not totally familiar with the district's specific educational goals for students. There was a desire on the part of all respondents to be more familiar with and aware of the district's goals. And it was generally believed that a high degree of familiarity with these was necessary for successful and effective organizational goal achievement.

The degree to which members of the district were aware of its basic educational goals varied. The majority appeared to share the same basic student goal orientation; however, it was found that central office administrators possessed employee-related goals that were not evident in the responses of others. These findings indicate that there may not have been a great deal of dedication to the basic and specific goals of the district. While it could be said that people were working toward the fulfillment of the general philosophical objective of the system, goals did not appear to be clearly understood by all members. In addition, central office administrators did not appear to be ensuring that the basic goals that guide the organization were clearly communicated.

Student-control procedures. The findings indicate that there was not a great deal of emphasis on uniform student-control procedures by members of the district. While the district did have general guidelines on student discipline and control matters, there was inconsistency in the application of this policy throughout the district, and some people indicated that they were not aware of a student discipline policy. It was generally believed that student discipline and control was an individual school concern, and it was suggested that perhaps some of the discipline problems which existed were be attributable to the school ethos. It was generally believed that there should be consistent enforcement of board policy in this regard, and in this context specific discipline procedures could be administered by individual schools.

Murphy et al. (1984) maintain that effective school districts possess an established "district wide philosophy about student discipline" (p. 14) and ensure that it is implemented in the schools. While the district involved in this study did have established guidelines for student discipline and control, there was little evidence that these were consistently implemented in the schools. In fact respondents believed there was little consistency between schools, which suggests that perhaps the guidelines were not being followed.

Core mission. Murphy and Hallinger (1985), Levine (1985), and others, suggest that effective educational organizations have a clear sense of purpose and clearly defined missions. The mission of effective educational organizations — the basic reason for organizational existence — is said to be the full and complete development of the student in the classroom.

In the present study, the core mission of the district was believed to be the well-being and development of children. While this was a majority belief, there were indications that it was not being accomplished to the satisfaction of respondents. With an increased emphasis on basic skills and equality, it was believed that the core mission of the district should remain what it was but that it should be achieved to a greater extent. In comparing the findings of this study, one might suggest that mission achievement was perceived as unsatisfactory because of the level of ambiguity and diversity that appeared to exist throughout the district. As Levine (1985) suggests, it would appear that "strong leadership; consistency among goals, instructional programs, and performance measures; continuous feedback; communication between faculty and administration; and frequent measures of student performance" (p. 64) could enhance the educational orientation of the district.

SUMMARY OF THE CHAPTER

The beliefs which administrators and certificated staff held about the educational orientation of the district were presented and discussed in this chapter.

In the findings it was evident that while members of the district did share a similar philosophical set of beliefs about the education of children they did differ with respect to how goals should be achieved. Members of the district generally believed that they should share the same beliefs about the education of children to a greater extent.

While there was some attention to student achievement and performance, and some formalized procedures in terms of national and provincial testing mechanisms, there were mixed beliefs about the extent to which a district level of emphasis was necessary. Central office administrators believed that the emphasis was and should be on individual student success rather than rigid standards and competition; however, there appeared to be differences between schools respecting the extent this was emphasized. While some respondents felt that there was a need for district wide standards and procedures, others indicated that there was a need to develop an awareness among all members of the district what the philosophical orientation of the district actually was.

The findings indicate that divergent instructional practices were used throughout the district. While it was believed that a continuous progress student-centered approach to instruction should be used to a much greater extent, and there should be consistency throughout the district, it was evident that only some sectors actually practiced it. In others it appeared to be teacher- and curriculum-centered and -controlled.

The findings show that the goals of the district have been explicitly stated and that while a general awareness of the philosophical orientation of the district did exist, it was apparent that people were not totally familiar with the district's specific educational goals for students. There was a desire on the part of all respondents that they be more familiar with these goals. A high degree of familiarity with them was viewed as being necessary for successful and effective organizational goal achievement. The majority of respondents appeared to share the same basic student goal orientation; however, the degree of specificity varied amongst members of the district. It appeared that central office administrators possessed employee related goals that were not evident in the responses of others.

The findings indicate that student-control procedures did not receive a great deal of attention by central office administrators or other members of the district. The district did have written guidelines for use in student discipline and control matters; however, there was inconsistency in the application of this policy throughout the district and some respondents indicated that they were not aware of such a policy. Because it was generally believed that student discipline and control was an individual school concern, it was suggested that problems related to this could be attributable to the school ethos.

The findings indicate that the core mission of the district was and should be the well-being and development of children. While this was a majority belief, there were indications that it was not being accomplished to everyone's satisfaction.

In general, the findings related to perceived educational orientation were only marginally consistent with the characteristics of effective school districts put forth by Murphy et al. (1984) and other writers. However, respondent beliefs about a preferred educational orientation appeared to be somewhat similar to the characteristics advocated by the literature.

Chapter 10

DISCUSSION OF RESULTS

This chapter contains a reflective discussion of the interpretation of the study in relation to possibilities for enhancing the effectiveness of administrative operations in the school district. The strengths and weakness of the procedures used for exploring selected aspects of the administrative operations and the organizational culture of a school district are also discussed.

PREFERRED AND ACTUAL PRACTICE

Although placing reliance on a ideal standard has obvious limitations, some indicators of ways in which the operation of selected aspects of administrative operations in the district might be improved could be based on the discrepancy between perceived and preferred practices. Other implications may be inferred from the level of satisfaction with present practice or by making comparisons with practices advocated in the literature. In this section, all of these approaches are used to derive meanings which the results of the study have for administrators of the school district.

Implications for General Administration

Results of the study that relate to operative administrative goals, administrative practices, administrative behavior, aspects of administrative performance, and beliefs about administrative and educational orientation hold significant implications for the work of central office administrators. The actual priority assigned for seven of eight operative administrative goals was lower than the preferred priority. For these goals the actual priority ranged from a low of 3.23 (between moderately low and medium) for community relations goals, to a high of 5.46 (between moderately high and high) for certificated staff monitoring. With the exception of certificated staff monitoring, all goal areas may warrant increased attention. The findings suggest that central office administrators might consider ways to adjust their priorities so that higher priority is given to goal areas such as educational program, certificated staff employment, physical resources, developmental, and community relations. The greatest difference between actual and preferred priority was found to exist for community relations goals, suggesting that these may require special consideration.

While objective and policy setting, and financial control and resource allocation, respectively, were identified as effective central office and school board administrative practices, the main aspect of administrative performance which appeared to merit attention was working relationship with certificated staff throughout the district. Both the central office administrators and the school board members could consider ways in which they might develop more positive working relationships between themselves and other members of the district.

The literature suggests that goal achievement remains the single most important criterion in determining levels of effectiveness (Keeley, 1984). Goals are viewed as the fundamental reasons for an organization's existence; they provide structure, govern processes, and permeate the total organizational framework (Perrow, 1972; Litterer, 1973; Lawler et al., 1980). Members of the district seemed to believe that people were working toward the fulfillment of the general philosophical objectives of the system; however, goals were not clearly communicated and understood by all members. In addition, members perceived inconsistencies in beliefs regarding instructional practices, the measurement and monitoring of student achievement and performance, student-control procedures, and how goals should be achieved. Although there was a moderately strong sense of mission in the district, there was also evidence that the mission was not being achieved to everyone's satisfaction. While people generally understood the basic aims of the organization and indicated that they were working toward them, they indicated that specific goals were not clearly communicated, well understood, consistently enforced, and worked toward by all members. A comparison with the assertions made by Deal and Kennedy (1982), Peters and Waterman (1982), Moss Kanter (1983), and Owens (1987), reveals that these characteristics of the district do not conform to those of highly effective educational and corporate organizations.

The actual frequency of behavior in relation to each administrative behavior role ranged from a low of 3.77 (between seldom and sometimes) for interpersonal role behaviors, to a high of 5.27 (between often to almost always) for informational role behaviors; however, the preferred frequencies for these were significantly higher. While there are possibilities for increased attention to the behaviors for all these roles, the greatest difference between the actual and preferred frequencies occurred for the interpersonal role. In other words, the findings suggest that central office administrators could consider devoting a significant degree of attention to improving interpersonal role behaviors. From responses to open ended questions, the most frequently mentioned central office administrative performance strength was communication; however, the working relationship between central office certificated personnel and other members of the certificated staff in the district was identified as an area of concern.

Respondents generally believed that while central office administrators did provide encouragement to individuals and did grant them autonomy to explore new initiatives, they provided few if any incentives to promote this type of activity. The behaviors of central office administrators in relating to district members, encouraging and recognizing good work, promoting feelings of professionalism and belonging, granting input into decision making, demonstrating concern for people, and their ability to clearly outline explicit and consistent educational policy were not at the level respondents would have preferred.

Kottkamp (1984) and others suggest that administrators are cultural leaders, and managers in school districts are believed to contribute to the development of district organizational culture (Pettigrew, 1979; Swartz and Jordan, 1980; Haviland, 1981; Deal and Kennedy, 1982; Peters and Waterman, 1982; Beck and Moore, 1985; Schein, 1985). Through a process of integration and adaptation other organizational members come to share the beliefs, values, attitudes and assumptions, or the sense of mission (Peters and Waterman, 1982) that their leaders possess. The apparent low level of value sharing and limited sense of mission perceived by members of the district may provide a challenge to the central office administrators.

Implications for District Organization

Organizational structure characteristics, features of organizational structure, aspects of satisfaction with organizational climate, and features of organizational climate, were explored in this study. The actual extent to which the organizational structure characteristics were present in the district ranged from a low of 4.95 (between medium and moderately high) for the operationalization characteristic, to a high of 5.53 (between moderately high to high) for the bureaucratization characteristic. The preferred extent for each characteristic was significantly higher. Respondents indicated that more attention could be given to formalized aspects of the district's structure; however, while the bureaucratic features of the district could be made more explicit, the findings suggest that greater attention should be devoted to operationalizing philosophy, policies, and procedures. The definition of roles and responsibilities as well as the district's committee structure were identified as the most effective and desirable features of the organizational structure, whereas improvements to working relationships and increased classroom contact on the part of central office administrators were identified as areas for possible improvement.

The data related to administrative and educational orientations indicated that more effort appeared to be necessary in order to operationalize the philosophy, policies, goals, and objectives of the district. The lack of a direct approach to issues associated with involvement in decision making, instructional practices, student achievement and performance, student-control, and working relationships appeared to be characteristic of the district. The findings suggest that central office administrators could give higher priority to operationalizing the policies and procedures that have been developed so that there could be consistency across the district. In other words, central office administrators could give more attention to operationalizing the district's structure.

There appears to be little doubt in the minds of various writers that the structure of an organization contributes to organizational effectiveness (Deal and Kennedy, 1982; Peters and Waterman, 1982; Moss Kanter; 1983, Murphy et al., 1985; and Owens 1987). Clearly defined roles and responsibilities and explicit policy and procedures coupled with an orientation to getting things done are just some of the characteristics of effective organizations. While the formalized aspects of administering the district were perceived as being satisfactory, there was little evidence to suggest that central office administrators were actively involved in applying these procedures systematically and consistently throughout the district.

Member satisfaction with organizational climate may also be relevant in examining the administrative effectiveness of a school district. Four dimensions of board member and certificated staff satisfaction were used in this study: member engagement, member esprit de corps, member significance, and overall satisfaction. The degree of satisfaction associated with each variable ranged from a low of 3.98 (between moderately low and medium) for member significance, to a high of 4.78 (between medium and moderately high) for member engagement.

The findings indicate that board members and principals were the two most highly satisfied groups while teachers ranked third; central office personnel were lowest overall. Responses to open-ended questions indicated that the working relationships between central office certificated personnel and other certificated staff were the most effective and desirable features of climate, and the most satisfying to members. However, this was also the area in which change would likely increase satisfaction. Members of the noncertificated staff appeared to be satisfied with the general administration of the district; however, like board members and certificated staff, noncertificated personnel were not highly satisfied with the working relationship between themselves and central office personnel.

Satisfaction of members has been discussed by numerous writers addressing questions associated with organizational effectiveness and organizational culture (Deal and Kennedy, 1982; Peters and Waterman, 1982; Moss Kanter, 1983; Goodlad, 1984; and Owens, 1987). In order for an educational organization such as a school district to be perceived by its members as effective, the general contention by these writers is that the organization's members should be reasonably satisfied and comfortable with their individual work situations. Peters and Waterman (1982), and Deal and Kennedy (1982) imply that if a high degree of organizational effectiveness is to be achieved, administrators should encourage and facilitate the development of cultures that are client oriented, and that provide for the aspirations of organizational members. If excellence in organizational performance is desired, "a remarkably tight — culturally driven/controlled set of properties" (Peters and Waterman, 1982, p. 320) must exist within the organization. A set of shared values and positive "rules about discipline, details and execution can provide the framework" (Peters and Waterman, 1982, p. 322) for individual autonomy and, at the same time, contribute to effectiveness and excellence. If the individual human needs of organizational members are not being met, or if their needs differ from those of the organization, then the organization will experience difficulty in achieving its ultimate aims.

With the exception of a high level of satisfaction by noncertificated staff with the general administration of the district, high levels of administrator and member satisfaction were not found in the district. In practically all areas of this study, respondents referred to the quality of the working relationships between central office personnel and other members of the district. The findings indicated that "suspicion" could be used to characterize some aspects of relationships between members of the central office and other people who worked in the district. In addition, respondents suggested that they were granted limited recognition for the work they did, and limited encouragement to feel like professional people providing an essential professional service. Few respondents experienced feelings of support and belonging and indicated that central office administrators did not take their concerns into account sufficiently, nor did they show sufficient concern for the problems that members of the district experienced. A desire was also expressed for more opportunities to provide input into the overall administrative operation of the district.

In general, both the questionnaire data and the information collected through interviews tend to support the observation that there was limited satisfaction with the overall administrative operation of the district. The level of satisfaction seemed to be related to the beliefs which respondents held about the administrative orientation of central office administrators and the educational orientation of the district.

Implications for Adapting to Environmental Change

The study explored six external environmental change variables that may have an impact on the district: financial changes, ecotechnological changes, legalpolitical changes, socioeconomic changes, demographic changes, and sociopolitical changes. The priority being given to each variable ranged from a low of 4.33 (between medium and moderately high) for sociopolitical changes, to a high of 5.74 (between moderately high and high) for financial changes. There were significant differences between the perceived priority being given to each variable by central office administrators and the importance associated with them; respondents preferred that a higher level of importance be given to these change variables. In responses to open-ended questions, program changes and increased community demands were identified as the most effective areas of community and educational change adaptation. Respondents indicated that central office administrators should continue to be concerned about declining enrollments, student problems, teacher concerns, community demands, and additional program changes.

In expressing their beliefs about the organizational culture of the district, respondents suggested that they could not accept radical change or change for its own sake. The district was viewed as being responsive to community demands for new programs and to changes imposed by the provincial Department of Education. Members of the district reported that parent concerns received some attention, particularly when these were related to specific issues such as school closure and busing; however, general community involvement did not appear to be an overriding concern for central office administrators.

The importance for central office administrators to engage in community relations activities was mentioned by many respondents and was also supported by a preferred high-priority rating under administrative goals.

An organization may be viewed as functioning in a dual environmental setting: the internal environment created by the organization itself, and an environment external to the organization. Forces both within and outside the organization help to determine the effectiveness and the culture of an organization (Deal and Kennedy, 1982; Peters and Waterman, 1982; Kottkamp, 1985; Peters and Austin, 1985; Beck and Moore, 1985). Writers in the fields of anthropology and organizational theory, including Swartz and Jordan (1980), Haviland (1981), Deal and Kennedy (1982), Peters and Waterman (1982), Kottkamp (1985), and Peters and Austin (1985), share the notion that the culture of organizations is a product of "the external societal, cultural context within which organizations are embedded" (Beck and Moore, 1985, p. 335).

In the Newfoundland context, the greatest challenge facing school districts relates to the ability to adapt to limited funding. Thus, the degree of importance associated with financial changes was perceived as being high; however, the priority being given to financial changes and all the other variables identified was lower than the degree of importance associated with them. This suggests that the degree of adaptation to environmental change was not as great as respondents would have liked. Members of the district generally believed that the district did not have adequate coping mechanisms to deal with the various internal and external environmental influences, and that the incremental, "putting out bonfires" approach used was unsatisfactory. From a review of the literature it is apparent that organizations can deal more readily with external environmental forces when channels for resolution of internal problems and issues are available. The present study found that the internal operations of the district were not what respondents preferred; consequently, the district's ability to cope with external forces may be limited.

Summary

In the present study, a variety of data collection and analysis procedures were used to examine selected aspects of the administrative operations of the district in terms of the extent to which certain characteristics were preferred and perceived to be present. The magnitude of the discrepancy between actual and preferred responses was the basis for making judgements about levels of effectiveness. With the use of this criterion, the results of the study suggest that respondents perceived lower levels of effectiveness than they preferred.

The findings related to the cultural variable indicate that while people were granted autonomy to explore new initiatives to a great extent, they did not appear to receive encouragement and recognition for their work, as they would like to receive. Consequently, they did not appear to possess a strong sense of support for or belonging to the district. While respondents reported sharing similar philosophical beliefs and indicated that they were working toward the fulfillment of the general philosophical objectives of the system, educational goals did not appear to be clearly communicated and understood by all members.

Central office administrators could possess a stronger bias for action orientation, place more emphasis on a value-driven philosophy, and be more involved in activities which bring them closer to teachers and students. In addition, a simple-form, lean-staff philosophy, and consistency respecting the measurement and monitoring of student achievement and performance, instructional methodologies, and student-control procedures could be more evident in the philosophical underpinnings of the administrative structure of the district. Although there was a moderately strong sense of mission in the district, respondents tended to indicate that the core mission of the district was not being achieved to their satisfaction.

As is evident in the findings, a certain degree of ambiguity and diversity appeared to exist throughout the district. It would seem that strong and effective leadership; consistency and continuity among goals, instructional approaches, student achievement and performance measures, and student discipline and control procedures; and regular two-way communication between and among central office administrators and school staff could bring about a desired level of administrative effectiveness and enrich the organizational culture of the district.

REFLECTING ON THE PROCEDURES

As noted at the beginning of this chapter, the relevance of the procedures used in this study for exploring selected aspects of the administrative operations and the organizational culture of a school district was assessed by reflecting on their strengths and weaknesses.

The categories of effectiveness variables investigated in the study were deemed by various writers to represent attributes of effectiveness and culture in organizations. Operative administrative goals, client satisfaction, administrative behavior, organizational structure, organizational climate, and an organization's ability to adapt to environmental changes, have been identified as effectiveness indicators by a number of writers.

Organizational culture has also been identified as contributing to the overall effectiveness of educational and private sector organizations. Characteristics such as shared beliefs, values, attitudes, and ways of doing things, are said to be evident in excellent corporate and educational organizations. The shared beliefs about the administrative orientation of central office administrators and the educational orientation of a school district were investigated in this study. Such organizational culture phenomena are viewed in the literature as being useful in a study of the effectiveness of an organization, particularly of an educational organization such as a school district.

In a comprehensive approach to the assessment of organizational effectiveness, all facets of an organization's operations would be studied, and data related to all effectiveness categories and indicators outlined in the conceptual framework chapter of the present report and possibly others would be collected. In this exploratory study, a comprehensive approach was not feasible nor even deemed desirable; while the procedures used were sufficient for the purpose of the study, they might not be entirely appropriate for a comprehensive approach. In addition, other data collection methodologies for assessing organizational culture may need to be used in order to describe fully the culture of a school district.

The results of the factor analysis suggest that, for the most part, the instrumentation and procedures used in the study portrayed what they were intended to portray. Nevertheless, the procedures used to collect data for this study should be refined prior to further use. The questionnaire was longer and more complex than is desirable, and the interview schedule, although specific in nature, did contain some conceptual overlaps. Both instruments should be examined and perhaps shortened as well as made more comprehensive.

The results of the factor analysis of the Form A questionnaire suggest that a number of changes should be made before this instrument is used again. As mentioned in Chapter 4, for the administrative goals section of Form A a five-factor solution seemed to be most readily interpreted. This five-factor solution was arrived at through a two stage process which involved omitting items that loaded together in the first run and then doing a second factor analysis on the remaining items. In future applications of this instrument some of the items could be reworded or eliminated, particularly those which loaded on more than one factor. In addition, since single item factors pose a special problem, the development of some additional items may be necessary.

The factor analysis for the administrative behavior items, the organizational structure items, and the organizational climate items, produced three-factor solutions for each of these sections of the Form A questionnaire. In these sections as well there were a number of items that loaded on more than one factor. A review of these items should be carried out with the aim of rewording or dropping them in future research with this instrument. The factor analysis of the adaptation to environmental changes items, produced an interpretable six-factor solution. In this section as well a number of items loaded on more than one factor. Before this section of the questionnaire is used again, it will be necessary to subject these items to a similar critical analysis.

In the respondent information section, Part F, it would be beneficial to taylor the question relating to present position, to the position descriptions in place in the organization being studied. In this study, the positions of program coordinator, vice-principal, guidance counsellor, and librarian were omitted. Such positions should be added, depending on the positions which people occupy in the organization and the degree of specificity desired by a researcher.

Some of the 14 open-ended questions may also warrant being reviewed. For example, there was a need in the present study to distinguish more clearly between the aspects of the administration of the district in which central office administrators had been particularly effective and those to which they should give more attention, and the aspects of administration in which the school board had been effective as well as the aspects to which the latter should give more attention. There was some evidence that respondents may have confused the work of central office administrators with that of the members of the elected board in their answers to the four questions focusing on these matters. Perhaps the distinction could be made by including the words "elected board" in the questions related to school board performance. However, if the focus of a future study is built around the central office of a school district, perhaps the questions related to the board might be dropped.

In this study, factor analysis was used to assist in data reduction and in refining Form A of the questionnaire for possible further use. Because of the small number of respondents, factor analysis could not be performed on Form B. In future research attention might be given to increasing the number of respondents so that such analysis could be possible.

In any future use of the organizational culture instrument, items should be reviewed to determine whether the degree of overlap among them could be reduced. A general weakness in the procedures used in the study was the heavy reliance on quantitative measures of cultural variables. In view of the recommendations in some of the literature a qualitative approach may be needed as a supplement to, if not a replacement for, the structured interview approach when studying the organizational culture of school districts.

In general, the findings related to the procedures of the study indicate that useful data about the administrative operations and the organizational culture of a school district can be obtained by means of these procedures. With further refinement and with more emphasis on qualitative procedures, the instruments could be used again to explore aspects of the administrative operations and the organizational culture of other educational organizations.

SUMMARY OF THE CHAPTER

Authorities on school effectiveness suggest that schools possessing a variety of organization culture characteristics — for example a clear sense of mission, high expectations, well-defined goals, consistency in instructional programming, a sense of community and supportiveness, good communications, mutual concern and respect, and strong school ethos — are more effective than those that do not possess such attributes.

In the present study, the perceived level of effectiveness of central office administrative operations appeared to be lower than respondents would have liked. While the district did possess certain organizational culture characteristics that are common to highly effective organizations, these did not seem to be present to the degree suggested in the literature. The findings related to the effectiveness of central office administrative operations and those about organizational culture appear to support each other.

The procedures used were deemed to be appropriate for the purpose of the study. With some modification and greater use of qualitative data collection techniques, these procedures could be used to explore selected aspects of the administrative operations and the organizational culture of other educational organizations.

Chapter 11

SUMMARY, CONCLUSIONS, AND IMPLICATIONS

In the first section of this final chapter the purpose, the conceptual framework, and the procedures of the study are reviewed. In the second section the findings of the study are summarized. Section three contains the conclusions and the fourth section some implications of the study for administrative practice, for organizational theory, and for further research.

PURPOSE AND PROCEDURES

The nature of the study can be described in terms of the purpose, the conceptual basis of the problem, and the research design.

Purpose of the Study

The purpose of the study was to explore the administration and the organizational culture of a school district within an organizational effectiveness framework. In pursuing this objective answers were sought to two general questions which, for the purposes of data analysis, were divided into the following seven research questions:

(1) What are the characteristics of selected aspects of administrative operations in the district?

  1.1 What perceptions do administrators and certificated staff have of central office administrative goals and practices?

  1.2 What perceptions do administrators and certificated staff have of the administrative behavior and performance of central office administrators?

1.3 What perceptions do administrators and certificated staff have of the organizational structure of the district?

1.4 What perceptions do administrators, certificated staff, and noncertificated staff have of the organizational climate of the district?

1.5 What perceptions do administrators and certificated staff have of the district's ability to adapt to environmental changes?

(2) What are the characteristics of selected aspects of the organizational culture of the district?

2.1 What beliefs do administrators and certificated staff hold about the administrative orientation of central office administrators?

2.2 What beliefs do administrators and certificated staff hold about the educational orientation of the district?

To respond to these questions, the current literature on organizational effectiveness was used as a conceptual guide in developing a questionnaire and an interview format. Judgments about the effectiveness of central office administrative operations were made in terms of the degree to which certain characteristics were preferred and perceived to be present. The results of the study were compared with the relevant literature on organizational effectiveness, and the strengths and weakness of the procedures used were assessed. Administrative personnel in the school district that participated in the study received feedback that may be useful in assisting them to identify strengths as well as areas for consideration in any efforts at improvement.

The study was considered to be theoretically and practically significant in that concepts derived from the organizational effectiveness literature were employed in examining an aspect of school district effectiveness. Consequently, the results have relevance for both research on educational organizations and for theories of organizational effectiveness in human service organizations generally. Furthermore, both the conceptual basis and the methodology of the study may add to current knowledge of organizational effectiveness and organizational culture and may provide useful insights into these phenomena for those involved in the study and practice of educational administration. The outcomes demonstrate that the approach used has the potential for contributing to further research on the organizational effectiveness and the organizational culture of school districts.

Conceptual Framework

For the purpose of this study the school district, as a human service organization, was viewed as a formal entity designed to serve particular societal needs. By its nature, a school district may be thought of as an open system that attempts to achieve its goals in a particular context. The organization was seen as interacting in a dynamic fashion with its environment. It was assumed that the organization's culture is influenced by these environmental forces as well as by its organizational goals — official, operative, and operational; certain organizational variables — climate, structure, and technology; and by the characteristics of its personnel — administrative behavior, knowledge, and professionalism. Relevant outcome measures include satisfaction, absenteeism, and adaptability.

A comprehensive approach to an analysis of effectiveness would assess all categories and indicators; however, since the study was exploratory in nature, only selected effectiveness indicators identified in the outline of the conceptual framework were examined. Only operative administrative goals, administrative behavior, organizational structure, organizational climate, member satisfaction, adaptation to environmental change, and certain aspects of organizational culture were included in the study.

Research Design, Instrumentation, and Methodology

Research design. The study was designed to be both descriptive and exploratory in nature. Major emphasis was placed on factors relevant to the assessment of administrative and organizational effectiveness in educational organizations. Quantitative and, to some extent, qualitative data sources were used as a basis for describing the organizational effectiveness and the organizational culture of a school district. The study was exploratory in that it was designed to test a particular approach to examining the effectiveness and the culture of educational organizations.

Research instrumentation. Quantitative data were obtained by means of fixed response items in a questionnaire (Inventory of School District Operations, Form A and Form B, Appendix A). Qualitative data were collected by means of open-ended questions in this questionnaire and by means of structured interviews (Organizational Culture Inventory, Appendix B).

Form A and Form B of the questionnaire were designed to collect data on selected aspects of administrative and organizational operations. Form A — designed for completion by board members, administrators, and other certificated staff — was composed of six sections relating to administrative goals, administrative behavior, organizational structure, organizational climate, adaptation to environmental changes, information about the respondent, and general questions. Form B, a shortened version of Form A, comprised four sections of items related to general administration, personnel relations, general questions, and information about the respondent. This form of the questionnaire was designed for completion by noncertificated personnel.

The Organizational Culture Inventory included seventeen questions subdivided into four categories: information about the respondent, beliefs about administrative orientation, beliefs about educational orientation, and one general question. Twenty-four interviews were conducted using this inventory. This interview data served as the primary source of information on the culture of the school district.

Issues of reliability, validity, and objectivity were addressed in the study through a number of procedures. The Cronbach Alpha and a Guttman Split-half — odd/even split — (Ary et al., 1985) analyses were performed to assess the internal reliability of the instruments. The resulting reliability coefficients satisfied the requirement for an acceptable level of reliability in the instruments. Content validity was assumed because the items were deemed to be representative of the characteristics of administrative operations in organizations, particularly educational organizations such as school districts. The categories of indicators and descriptors are well documented in the literature relating to organizational effectiveness and school and school district effectiveness. These criteria were used as the basis for developing the items and variables examined in the study. Many of the items in the questionnaire were tested by Ratsoy and Miklos (1984) and were found to be useful in exploring aspects of school district effectiveness. The Organizational Culture Inventory was pilot tested, and the suggestions of the pilot test participants were used in preparing the final version of this inventory.

Factor analysis was employed to determine the construct validity of the Form A questionnaire. Sample sizes for the Form B questionnaire and the Organizational Culture Inventory were not sufficient to permit similar analyses of these instruments; therefore, correlation coefficients and the literature were used to develop data categories that were relevant and meaningful for the purpose and nature of the study. As regards the generalizability of the findings, the investigator was primarily concerned with exploring a procedure that might be useful in examining organizational effectiveness and organizational culture, particularly at the school district level. Consequently, the issue of generalizability can only be considered in light of the purpose of the study. The general procedures and instruments may be useful in other situations, but the users themselves must determine whether the circumstances are similar enough to warrant their use.

To address concerns for objectivity the investigator met with the district administrators and as many respondents as possible in order to provide information and guidelines as suggested by Cameron and Whetten (1983). Respondents were assured of anonymity, instructions in the questionnaires were clearly written, and the content of items was related to the personal perceptions of administrators and other members of the district. Respondents were not required to seek information from external sources to complete questionnaire items or to respond to interview questions.

Research methodology. The data collection process comprised two phases. In the first phase the Inventory of School District Operations was used to collect data in a rural Newfoundland school district. Access was gained to the district and meetings were scheduled with district level administrators to explain the purposes of the study and to establish data collection procedures. A senior central office administrator assisted with the administration of the questionnaires. The questionnaires were shipped to this person who travelled to each school in the district, met with respondents, and explained the nature and purpose of the study. A covering letter included with each questionnaire explained the basic purposes for the study; requested respondents to complete the questionnaire, place the completed questionnaire in an enclosed self-addressed envelope and to seal the envelope; thanked the respondents for their cooperation and assistance; and asked them to return the questionnaire to the central office.

Form A questionnaires were received from 11 board members; 11 central office administrators, supervisors or program coordinators; 3 other central office certificated staff members; 18 principals; 81 teachers and other certificated school staff members; a guidance counselor; and 8 respondents who failed to identify themselves. A total of 133 out of the original 137 questionnaires were returned, providing a rate of response of 97 percent. Form B questionnaires were received from 5 noncertificated members of the central office staff and 11 noncertificated members of the staffs of individual schools. This sample included all of the clerical and secretarial personnel in the district.

In the second phase of the study 24 interviews were conducted with a selected group of administrators and other organizational members in the same district. This selected sample consisted of a board member, 4 central office administrators and program coordinators, 5 principals, and 14 teachers and other certificated members of school staffs. Respondents came from all but one school in the district. The interviews were conducted at a time and place selected by the respondent; anonymity and confidentiality were assured. At the beginning of each interview the researcher explained the purpose of the study and asked if the responses could be tape recorded. The interviews were designed to last 45 minutes; however, some ran longer than the time allocated. At the end of the interview the researcher thanked each respondent for participating in the study and reinforced the notion of anonymity and confidentiality. Fourteen respondents gave permission to have their responses tape recorded and from these type transcripts were produced; for the other respondents notes were taken during the interviews.

The approach to data analysis reflected the types of data collected and took into consideration the descriptive nature of the study. Analysis of the questionnaire data utilized statistical techniques including factor analysis and analysis of variance; rankings, and mean scores for the factors identified were also used.

The factor analysis for the 22 items in Part A of the Form A questionnaire, Administrative Goals, resulted in eight factors (a) physical resources goals, (b) community relations goals, (c) management goals, (d) educational program goals, (e) noncertificated personnel goals, (f) developmental goals, (g) certificated staff employment goals, and (h) certificated staff monitoring goals. For the 30 items in Part B, Administrative Behavior, the factor analysis resulted in a three factor solution (a) decisional role behaviors, (b) interpersonal role behaviors, and (c) informational role behaviors. The factor analysis for the 18 items in Part C, Organizational Structure, resulted in a three factor solution which was most interpretable. These factors were (a) bureaucratization characteristics, (b) formalization characteristics, and (c) operationalization characteristics. For 21 of the 22 items in Part D, Organizational Climate, the factor analysis also resulted in a three factor solution. These factors were identified as (a) member esprit de corps, (b) member significance, and (c) member engagement. The factor analysis for the 24 items in Part E, Adaptation to Environmental Changes, resulted in a six factor solution, these were (a) legalpolitical changes, (b) socioeconomic changes, (c) sociopolitical changes, (d) ecotechnological changes, (e) financial changes, and (f) demographic changes. A content analysis of responses to the general questions in the Form A questionnaire resulted in a computed inter-rater reliability coefficient of .82. Because of the small number of respondents (16) completing Form B of the questionnaire, factor analysis of their responses could not be undertaken. Data collected with this questionnaire were analyzed using means and rankings.

Statistical procedures were also used in analyzing the responses to the Organizational Culture Inventory, since a five-point scale had been used to record some of these data. Mean item scores were computed for actual and preferred responses to each question.

Means were ranked to facilitate comparison and to guide the presentation of results. On conceptual and statistical grounds data from items 4 and 14 in the organizational culture inventory were combined. For the purpose of the study, each item was then considered to be a descriptor of organizational culture, and two main cultural data themes were developed: beliefs about administrative orientation and beliefs about educational orientation.

Descriptors respecting beliefs about administrative orientation included (a) orientation to change; (b) taking into account what teachers, students, and parents want; (c) encouragement and autonomy to explore new initiatives; (d) encouraging and recognizing performance; (e) concern about problems that people experience; (f) providing an essential professional service; (g) involvement in decision making; and (h) feeling a sense of belonging. Those associated with beliefs about educational orientation were (a) educational goal awareness, (b) approaches to instruction, (c) emphasis on student achievement and performance, (d) emphasis on student-control procedures, (e) sharing beliefs about the education of children, and (f) awareness of core mission. Notes from the interviews that were not taped were compiled with the transcribed interview data. A content analysis of these data was conducted under each descriptor.

FINDINGS

The findings are summarized in this section under the headings organizational effectiveness, organizational culture, and potential of the procedures.

Organizational Effectiveness

Information related to effectiveness of administrative operations was obtained through collecting and analyzing data on the perceptions of members of the district about administrative goals and practices, administrative behavior and performance, organizational structure, organizational climate, and adaptation to environmental changes. With the exception of organizational climate, each set of perceptions was examined on an actual and preferred basis. According to the chapters in which the findings were reported, and for the purposes of this summary, the findings related to organizational effectiveness are aggregated into three general categories: perceptions of administration, perceptions of organization, and adaptation to environmental changes.

Perceptions of administration. Eight operative administrative goal areas, various aspects of central office and school board administrative performance, three administrative behavior roles, and certain aspects of central office administrative performance were examined. The eight administrative goals were associated with the specific duties which central office administrators perform in relation to the following areas: certificated staff monitoring, management, certificated staff employment, educational program, physical resources, developmental, noncertificated personnel, and community relations.

On a seven-point scale, means for actual priority assigned ranged from a low of 3.23 (between moderately low and medium) for community relations goals, to a high of 5.46 (between moderately high and high) for certificated staff monitoring goals. For preferred priority, means ranged from a low of 5.17 (between moderately high and high) for noncertificated personnel goals, to a high of 6.30 (between high and very high) for educational program goals. Board members and respondents associated with the district for 16 or more years tended to assign higher actual and preferred priorities than did other groups. In addition, respondents in their positions for a relatively short period of time preferred lower priorities for certain goals than did those who were in their positions for a longer period.

The findings based on responses to open-ended questions about central office and school board administrative practices, indicated that central office administrators were mainly effective at setting objectives and policy, and developing a philosophy for the district. Developing good working relationships with schools and certificated staff throughout the district and showing more concern for student well-being and other related matters, were identified as major areas of central office administrative practice in which improvements might be considered. Financial control and resource allocation, and activities associated with program-related matters were identified as the main school board administrative strengths; however, responses tended to indicate that increased attention might be given by the board to developing and promoting good working relationships with certificated staff in the district.

The three administrative behavior roles explored by the study were informational role behaviors, decisional role behaviors, and interpersonal role behaviors. Means for actual frequency ranged from a low of 3.77 (between seldom and sometimes) for interpersonal role behaviors, to a high of 5.27 (between often and almost always) for informational role behaviors. For preferred frequency, means ranged from a low of 5.16 (between often and almost always) for interpersonal role behaviors, to a high of 5.98 (also between often and almost always) for informational role behaviors. Board members and those respondents associated with the district for 16 or more years tended to report higher frequencies of administrative behavior than did members of other groups. Responses to the open-ended questions suggested that central office administrators were effective in communicating district and provincial guidelines and policy to other district members. However, more attention might be given to the quality of the working relationships between central office administrators and other certificated staff in the district.

Perceptions of organization. The study examined three organizational structure characteristics, various features of organizational structure, three aspects of organizational climate, various aspects of and satisfaction with organizational climate, and noncertificated staff satisfaction with the general administrative operation of the district.

The organizational structure characteristics examined included bureaucratization characteristics, formalization characteristics, and operationalization characteristics. On the seven point-scale, means for the actual extent of these characteristics ranged from a low of 4.96 (between medium and moderately high) for operationalization, to a high of 5.53 (between moderately high and high) for bureaucratization. Preferred means ranged from a low of 5.74 (between moderately high and high) for bureaucratization characteristics, to a high of 5.94 (also between moderately high and high) for operationalization characteristics. Board members recorded higher scores for formalization and bureaucratization than did members of other groups. In addition, those in their positions for 11 or more years rated actual bureaucratization higher than those in other groups. Responses of all groups indicated that increased attention to operationalization characteristics might be desirable. Open-ended question responses indicated that the most effective and desirable features of organizational structure were the definition and division of roles and responsibilities, a committee structure which facilitates input, clearly outlined policies and procedures, and the centralization of services. Respondents suggested that the structure could be improved by finding ways to facilitate better working relationships between central office certificated personnel and other certificated district staff.

Three aspects of board member and certificated staff satisfaction with the organizational climate of the district were assessed: member engagement, member esprit de corps, and member significance. Features of climate, satisfaction with the district, and noncertificated staff satisfaction with general administration and personnel relations were also examined. On the seven-point scale, means for board member and certificated staff satisfaction with organizational climate ranged from 3.98 (between moderately low and medium) for items associated with member significance, to 4.78 (between medium and moderately high) for member engagement aspects. Board members were the most highly satisfied, followed by principals, teachers and central office personnel. Open-ended question responses indicated that the working relationships between central office certificated personnel and other members of the district were viewed by different respondents as a positive feature of organizational climate, as the feature of climate requiring increased attention, as the aspect with which people were most satisfied, and as the area requiring changes to increase the level of satisfaction.

With the exception of salary and benefits, noncertificated staff were moderately satisfied with the general administration of the district. For personnel relations, responses ranged from medium to moderately high. This group indicated a moderately high degree of satisfaction with overall working conditions and appeared to be generally satisfied with their type and place of work; however, like board members and certificated staff, they were not entirely satisfied with the quality of human relations in the district. The highest levels of dissatisfaction were recorded for this area as well as for salary and benefits, and workload.

Adaptation to environmental changes. In the study, six environmental changes and a number of issues related to community and educational change adaptation were identified. The ability of the district to adapt to financial, ecotechnological, legalpolitical, socioeconomic, demographic, and sociopolitical changes was assessed. On the seven-point scale means for the perceived importance associated with each change variable ranged from a low of 4.75 (between medium and moderately high) for sociopolitical changes, to a high of 6.14 (between high and very high) for financial changes. Means for perceived priority being given ranged from a low of 4.33 (between medium and moderately high) for sociopolitical changes, to a high of 5.74 (between moderately high and high) for financial. Differences between the two means for each variable were statistically significant. The change variables identified were of medium to high importance for the district; however, the priority being given to each was significantly less than the perceived degree of importance associated with them. Financial changes were identified as the most important environmental forces for the district and those receiving the highest priority. Only minor statistically significant differences were found between groups classified by position in district, years in present position, and years of association with the district. Open-ended question responses identified program changes, community demands, and declining enrollments as those dealt with most effectively. Changes likely to require increased attention included declining enrollments, student-related matters, teacher concerns, community demands, and additional program changes.

Organizational Culture

Information about the organizational culture of the district was obtained through structured interviews directed at two questions that related to the beliefs of administrators and other organizational members about the administrative orientation of central office administrators and educational orientation of the district.

Administrative orientation. Eight cultural descriptors of beliefs about the administrative orientation of central office administrators were explored. Respondents stated their beliefs about the extent to which central office administrators did and should (a) grant encouragement and autonomy to explore new initiatives; (b) possess an orientation to change; (c) show concern about problems that people experience; (d) take into account what teachers, students, and parents want; (e) permit involvement in decision making; (f) encourage feelings of an essential professional service; (g) promote a sense of belonging; and (h) give encouragement and recognition for performance.

While there were some limitations in terms of time and resources, people who worked in the district reported receiving a fair degree of encouragement and being granted the autonomy to explore new initiatives. The majority of respondents believed that this should continue; however, they felt there should be guidelines to govern the extent to which people use this freedom so that the interests of students and of the district are protected.

There was no evidence of a strong action-orientation on the part of central office administrators. While some respondents believed that central office administrators wanted to project an action-oriented approach to getting things done, and that changes in the number and quality of personnel and programs have come about, there was little evidence to indicate that this was the general operational stance. Respondents believed that central office administrators tended to initiate new ideas; however, they suggested that an orientation for having these operationalized throughout the system was not present. There seemed to be a widespread belief that central office administrators should be more action-oriented in relation to the consistent enforcement of policies and procedures.

The extent to which central office administrators demonstrated interest and concern about the problems that people in the district experienced was moderately low. While some respondents believed that the extent to which problems were dealt with depended on who was approached and involved, they did suggest that central office administrators were generally interested and concerned about the difficulties that people experienced. However, a significant number of respondents believed that problems were not dealt with to their satisfaction. Most respondents believed that central office administrators should be more sensitive, concerned, and visible in the schools of the district.

The amount of attention directed at the wants and needs of teachers, students, and parents by the district administration appeared to be lower than that expected. Teachers concerns were to some degree dealt with through the committee structure, and their needs were supposed to be addressed by their respective coordinators and principals. However, the autonomy of principals and program coordinators was viewed as impeding what could be a good two-way channel of communication between teachers and central office administrators. Respondents believed that the general involvement of students and parents in various administrative aspects was a necessary and moral responsibility of administrators.

Some differences of opinion existed with respect to the extent to which people who worked in the district were involved in decision-making. While there was some doubt with respect to a real level of involvement, the majority believed that people were involved in a large number of committees and that the channel for input was there. It was generally believed that decision-making requires leadership and that final decisions should be left to those who occupy such positions. Nevertheless, there was a desire on the part of many respondents for an opportunity to have a real impact on what actually happens in the organization.

The extent to which people who worked in the district were encouraged to feel that they were providing an essential and professional service was relatively low. While central office administrators were attempting to develop such feelings, many respondents suggested that these attempts were not highly satisfactory. Respondents believed that feelings of importance and professionalism came from being involved in committee work, from meetings with central office administrators and interaction with other professional people, from attending professional development seminars, from within themselves, and from the provincially based teachers' association. There was a common belief that negative attitudes existed toward central office; however, respondents felt that this could be overcome by an increased level of professional support from central office administrators and greater visibility on their part. Respondents felt that central office administrators should be encouraging people to feel that they were providing an essential professional service to a greater extent. This type of encouragement, in whatever form, was perceived as not only being essential to professional growth of individuals in the system, but necessary for the overall effectiveness of the organization.

While central office administrators and principals experienced some feelings of belonging, teachers seemed to have a relatively low sense of support in or belonging to the district. For the most part, feelings of support and belonging for teachers appeared to come from their individual schools and staffs. It was evident that they took a great deal of pride in being members of this group and that their feelings of loyalty were with their school. That is, feelings of support and belonging were found to be school specific. Respondents believed that commitment to the organization should be an important element; however, they suggested that there was limited loyalty or value sharing at the district level.

Respondents felt that they received limited encouragement and recognition for the work that they did. While it was believed that central office administrators were attempting to provide some encouragement through the teacher evaluation process and other subtle "perks," they were not making as much deliberate effort to praise members of the organization as would be desirable. It was generally believed that encouragement and recognition were important as a morale booster and most necessary if people were to be efficient, effective, and productive.

Educational orientation. Six cultural descriptors related to beliefs about the educational orientation of the district were examined. That is respondents stated their beliefs about the extent to which members of the district did and should (a) demonstrate educational goal awareness, (b) utilize a student-centered approach to instruction, (c) emphasize student achievement and performance, (d) emphasize student-control procedures, and (e) share the same beliefs about the education of children. Respondents also provided information about what they believed was and should be the core mission of the district.

Members of the district believed they did share similar philosophical orientations; however, they differed with respect to how goals should be achieved. In addition, there was a difference between the beliefs of those who worked outside the central office and of central office administrators. Members of the district generally believed that they should share the same beliefs about the education of children to a greater extent. Through sharing, it was believed, there would be a greater sense of belonging and commitment to the educational needs of children and to the organization. It was generally accepted that people should accept the dominant philosophy; only within this context could divergent views be permitted.

Respondents believed that attention was given to student achievement and performance; however, there were mixed beliefs about the extent to which a district level emphasis was necessary. Central office administrators believed the emphasis was on individual student success rather than on rigid standards and competition. There were differences between the extent to which this was emphasized in different schools. Respondents also differed respecting the extent to which formalized procedures were necessary. A general belief to the effect that there should be some increased attention to student achievement and performance was evident. Some respondents indicated a desire for district-wide standards and procedures; however, others felt there was a need to develop increased awareness of the philosophical orientation of the district in this area.

Respondents reported that divergent instructional practices were used in classrooms and schools throughout the district. While continuous progress, student-centered instruction was believed to be the primary mode of instruction in some schools, the approach in others was believed to be teacher- and curriculum-centered and teacher- and curriculum-controlled. Consistency throughout the district regarding a continuous progress, student-centered approach to instruction was preferred by many members.

Respondents suggested they were only "somewhat" to "moderately" aware of a clear set of educational goals for students. The goals of the district had been explicitly stated in the board's policy handbook and in its rationale for educational development. While a general awareness of the philosophical orientation of the district did exist, respondents suggested they were not totally familiar with the district's specific educational goals for students. All respondents indicated that they needed to be more familiar with, and aware of the district's goals than they were. A high degree of familiarity with goals was viewed as being necessary for successful and effective organizational goal achievement. The goals which people supported varied in degree of specificity among members of the district. The majority appeared to share the same basic student goal orientation; however, central office administrators emphasized employee-related goals that were not evident in the responses of others. From the comments of respondents it was evident that there was some degree of dedication to the basic and specific goals of the district. However, respondents indicated that while people were working toward the fulfillment of the general philosophical objectives of the system, goals were not clearly communicated and understood by all. In addition, respondents suggested that central office administrators made less that a desired degree of effort to ensure that organizational goals were clearly understood.

Respondents' comments suggested that only limited emphasis was placed on consistent student-control procedures throughout the district. While the district did have established student discipline and control guidelines, respondents believed that there was inconsistency in the application of this policy throughout the district. Respondents generally believed that student discipline and control was an individual school concern, and suggested that some of the discipline problems which existed might be attributable to the school ethos. Respondents indicated that there should be consistent enforcement of the board's policy throughout the district, and that in the context of this policy, specific discipline procedures could be administered by individual schools.

The core mission of the district was believed to be the well-being and development of children. While this was a majority belief many respondents indicated that it was not being accomplished to the desired degree. Except for an increased emphasis on basic skills and equality, respondents believed that the core mission of the district should remain unchanged. However, greater efforts should be made to pursue the mission effectively.

Potential of the Procedures

The procedures used to explore aspects of organizational effectives and to examine organizational culture were evaluated by reflecting on two questions related to their strengths and weaknesses.

The categories of administrative operations and cultural characteristics investigated in the study were deemed, on the basis of the literature in these areas, to be representative of effectiveness and culture in organizations. Operative administrative goals, client satisfaction, administrative behavior, organizational structure, organizational climate and an organization's ability to adapt to environmental changes have been identified as relevant factors by writers on organizational effectiveness.

The culture of organizations has also been identified as a relevant factor in the overall effectiveness of educational and corporate structures. Particular types or forms of shared beliefs, values, attitudes, and ways of doing things, are said to be evident in excellent private sector and educational organizations. The categories of cultural phenomena used in the present study were also identified in the literature as being worthy of inclusion in a study which investigated the culture of an organization.

In a comprehensive approach to the assessment of organizational effectiveness and the examination of organizational culture, all facets of an organization's operations would be studied. A researcher would collect data related to all effectiveness categories and indicators outlined in the conceptual framework and possibly others. Since the study was exploratory in nature, a comprehensive approach was not desirable or even feasible. In the context of the study, the procedures used were suitable; however, they may not be entirely appropriate for a comprehensive approach. Other cultural data collection methodologies and a more comprehensive approach should be used in order to develop a thorough description of the culture of a school district.

The results of the factor analysis indicated that for the most part the Form A questionnaire measured what it was designed to measure. Nevertheless, this questionnaire and the other instruments used should be refined prior to further use in this type of research. The questionnaire was relatively long and complex. The interview schedule, although specific in nature, did contain some conceptual overlaps. In future studies the instruments and the general procedures should be reviewed to determine if length can be refined and comprehensiveness attained.

CONCLUSIONS

When using response scales such as those employed in the present study, it may be normal to expect differences between that which is perceived as "real" and that which would be "ideal". However, with consideration to the study's exploratory and diagnostic nature, the magnitude of the difference between perceived or real practices and preferred or ideal practices could be used as a basis for arriving at a number of tentative conclusions. These conclusions, which relate to the two general questions posed in the study, tend to be consistent with the literature and related research.

Organizational Effectiveness

With few exceptions, there were discrepancies between the perceived and preferred state of organizational and administrative operations of the district. To achieve the desired characteristics, central office administrators should consider readjusting their priorities so that more attention is directed toward the various operational aspects assessed by the study.

Respecting perceptions of administration, the findings indicate that more attention could be directed toward operative administrative goals and that a higher priority could be given to educational program goals, certificated staff employment goals, physical resources goals, developmental goals, and community relations goals. While the findings suggest that other goal areas might also receive increased attention, the differences between actual and preferred priorities and the priority ratings assigned to each goal area suggest that a lower priority could be placed on management goals, certificated staff monitoring goals, and noncertificated personnel goals. In addition, more attention could be given to the quality of working relationships with schools and certificated staff throughout the district, to student well-being, and to other educational, rather than organizational, matters.

The findings suggest that informational, decisional, and interpersonal role behaviors are the types of behaviors expected of the central office administrators of a school district. Informational role behaviors appear to be the most important followed by decisional role behaviors and interpersonal role behaviors, respectively. Overall mean differences between perceived and preferred scores indicate greatest mean differences in the interpersonal area followed by the decisional and informational, respectively. In terms of the degree of attention required to bring about preferred central office administrative behaviors, attention should be directed toward interpersonal behaviors, decisional behaviors, and informational behaviors, respectively.

With respect to perceptions of administrators and district members about the organizational structure, significant differences existed between the means for actual and preferred scores for structural bureaucratization; however, the differences were not a great as those for perceived and preferred operationalization characteristics. More attention to operationalizing the existing structure was desired than was increased bureaucratization or formalization.

In a general sense, respondents were not highly satisfied with the organizational climate of the district. There was evidence of relatively low morale in some groups and that the working relationships between central office administrators and other members of the district might be improved. The desire for central office administrators to possess strong interpersonal skills and to demonstrate a human relations style of leadership was present.

The environmental change variables identified were of medium to high importance, but the priority respondents felt was being given to each was significantly less than the degree of importance they associated with them. Financial changes were identified as the most important environmental force for the district and that receiving the highest priority. Internal as well as external environmental influences appeared to be having an impact on the organization. The findings support the notion that central office administrators could develop strategic environmental monitoring and planning mechanisms that would allow them to cope with and adapt to changing environmental conditions.

The findings suggest that central office administrators should possess a strong orientation for improving the educational aspects of school districts. Good interpersonal skills and a sensitivity to situational conditions are highly desirable qualities of administrators. Such positive administrative attributes might lead to increased satisfaction on the part of organizational members and improved overall organizational effectiveness. In this context, attention to basic educational goals for students, and genuine concern for the welfare and concerns of those who work to develop sound instructional and learning environments are fundamental to the effective operation of a school district.

Organizational Culture

In the study, organizational culture was defined as the common beliefs about the administrative orientation of central office administrators and the educational orientation of a school district which members of this organization hold and share. Members of the district did hold generally consistent beliefs about what the administrative and educational orientations were and what they should be. However, the findings as they relate to the district identified in this exploratory approach, do not, to any great extent, appear to reflect the literature on organizational cultures (Peters and Waterman, 1982; Moss Kanter, 1982; Murphy et al. 1984). Although people were encouraged and granted autonomy to a great extent, a strong action-orientation and a value driven philosophy were not characteristic of administrative operations. Central office administrators appeared to be distant from students, teachers, and other members of the district. Preference for a simple-form structure did not appear to be characteristic of the administrative orientation of central office administrators. Respondents appeared to possess only limited feelings of belonging to the district.

While members of the district did share similar philosophical beliefs about the education of children and felt they were working toward the general objectives of the system, they differed respecting how goals should be achieved. Goals did not appear to be clearly communicated and understood by all members. Practice seemed to vary in important areas such as monitoring student performance, instructional practices, and student-control procedures. A moderately strong sense of mission was apparent; however, respondents generally believed that the mission of the district was not being achieved to the desired level.

The beliefs of respondents support the notion that central office administrators should attempt to foster the development of a particular form of organizational culture. In working towards the desired culture administrators should consider adapting an action-oriented style of management coupled with a deep concern for the client and other members of the organization; granting increased autonomy, encouragement, recognition, tolerance, and respect; allowing more input in decision making; and nourishing commitment and dedication to the fundamental values of the organization. Strong leadership supported with consistency and continuity among goals, instructional approaches, student achievement measures, student discipline procedures, and regular two-way communication is fundamental to bringing about the desired change.

IMPLICATIONS

The findings of the study have implications for practicing administrators, for organizational theory, and for future research.

Implications for Administrative Practice

The desire for school district administrators to direct their attention to the educational goals of their systems was apparent in the results of this study. If administrators are to work toward achieving effective educational systems, increased attention should be given to the basic reasons for organizational existence. The well-being and development of students are the basic reasons why schools and school districts exist. Clearly defined educational goals, coupled with a sense of commitment to educate each student to the fullest extent possible appear to be necessary in any educational organization.

A preference on the part of people for administrators of school districts to possess strong interpersonal skills was borne out by this study. Simply put, administration is dealing with people; therefore it is essential that those who occupy administrative positions be able to deal effectively with human needs. Just as a good teacher is one who caters to the individual needs of students in the classroom, a good administrator is concerned with the individual needs of those who work in the district or school. That is not to suggest that the administrative authority and control is diminished, rather these aspects are further enhanced by the ability of an administrator to effectively support, encourage, and foster personal and professional growth.

Results of the study suggest that school district administrators should attempt to operationalize policy and procedures in a consistent and meaningful fashion. It is critical that those who assume administrative positions in educational organizations attempt to ensure (a) that clearly outlined, explicit, and concrete policies and procedures exist, and

(b) that they are understood, implemented, and enforced consistently throughout the system. The presence of such consistency in a school district appears to be necessary in order to ensure that the efforts of individual teachers and schools contribute to overall organizational effectiveness.

The desire for central office administrators to develop good working relationships with other members of the district was a major finding of this study. By assuming administrative responsibilities, an individual is often isolated physically and by status from other members of the organization. The challenge facing those who hold such positions is to acquire the skill and the political will to effectively bridge the gap between themselves and others. If administrators desire effectiveness and cohesiveness within an organization, there must be mutual trust and respect on the part of all concerned. This can lead to higher levels of satisfaction on the part of organizational members, improved efficiency, and increased effectiveness. Personable, caring, competent, and well respected administrators will be more likely to achieve success than will those who do not demonstrate such attributes.

An organization's ability to adapt to environmental changes is dependent, to some extent, on the ability of administrators to forecast and plan for change. Accommodating such change requires effective management and leadership abilities on the part of school district administrators. Administrators of school districts should develop and possess strategic environmental scanning and planning mechanisms which will allow them to cope with and adapt to changing environmental conditions.

In this study, the organizational culture of the district differed somewhat from what respondents preferred. It would appear that those who assume administrative positions in school districts should demonstrate an action-oriented style of management coupled with a deep concern for the client and other members of the organization; the ability to grant autonomy, encouragement, recognition, tolerance and respect; the ability to allow input in decision making; and the ability to nourish commitment and dedication to the fundamental values of the organization. Central office administrators should foster the development of organizational culture characteristics consistent with their orientations. Strong leadership coupled with consistency and continuity among goals, instructional approaches, student achievement measures, student discipline procedures, and regular two-way communication appears to be critical.

Increased sociopolitical pressures for accountability, efficiency, and effectiveness, coupled with the current context of educational policy, are relevant to those who occupy administrative positions in educational organizations. While concerns for improved performance in organizations appear to be historically based, methods for diagnosing effectiveness continue to be widely researched. Through exploratory studies aimed at diagnosing possible areas for improvement, administrators may be better equipped to respond to the forces that demand greater accountability.

Theoretical Implications

The literature on organizational theory presents a number of models for the assessment of organizational effectiveness. However, few of these models refer to organizational culture or provide assistance in examining this concept. Since the concept of organizational culture is relatively new, there is a need to develop frameworks through which it can be understood and through which it can be studied.

The exploratory approach taken in this study used the actual and preferred perceptions of respondents to explore certain characteristics of administrative operations in a school district. Respondents' beliefs about the administrative orientation of central office administrators and the educational orientation of the district, and their beliefs about what these orientations should be were used to develop some understandings of the district's organizational culture. The organizational effectiveness framework produced useful data about selected aspects of the administrative operations of the district, and the Peters and Waterman (1982) taxonomy of organizational cultural characteristics proved useful in that respondents believed the administrative orientation of central office administrators should be closely related to these characteristics. The Murphy et al. (1984) blueprint for effectiveness in school districts produced similar results. The organizational effectiveness framework used, especially those components adapted from Peters and Waterman (1982) and Murphy et al. (1984), may have some potential for future exploratory discussion and theorizing. While these writers have attempted to conceptualize organizational culture in corporate and educational settings they have not defined the extent to which such cultural characteristics should be present before one can say whether or not an organization's culture is effective. In addition, while a relationship between organizational effectiveness and organizational culture appears to be implied in the literature, neither Peters and Waterman (1982), Murphy et al. (1984), or other writers have explored such a relationship in a meaningful way.

In the present study, differences between actual and preferred practices were used as a basis for making statements about the organizational effectiveness and the organizational culture of the district. The questions to be addressed in future theorizing are: (a) What do organizational effectiveness and organizational culture truly mean? (b) What other models are there for exploring organizational effectiveness and describing organizational culture in an educational organization? (c) What other facets of organizational effectiveness and organizational culture could be used in a more comprehensive approach? (d) To what extent should discrepancies between actual and preferred responses be used as a basis for exploring organizational effectiveness and organizational culture?

This study has made only a limited contribution to exploring organizational effectiveness and organizational culture; however, it may assist others in attempting to conceptualize characteristics of administrative operations and organizational culture in other human service organizations. While the framework used here did produce useful information about the operation of a school district, both conceptual and methodological improvements should be undertaken. For example, none of the current theorizing focuses on the possible relationships between organizational effectiveness and organizational culture at the macro level — a school district — and organizational effectiveness and organizational culture at the micro level — the individual schools in the focal district. This would seem to be an important "next generation" refinement in the theorizing in this area.

Research Oriented Implications

In this study, organizational effectiveness was conceptualized in terms of the degree to which certain characteristics of the administrative operations of a school district were preferred and perceived to be present. Before statements can be made about organizational effectiveness in school districts and other educational organizations additional exploratory research needs to be done to further define means by which this concept can be assessed. This could involve a further refinement of the procedures used in this study, in the manner mentioned in Chapters 4 and 10. However, in undertaking organizational effectiveness research it is important that the approach be as comprehensive as possible. Future research should also examine other effectiveness indicators. For example, a research design might include measures such as pupil achievement scores, client satisfaction, and absenteeism, and explore the relationship with the perceptual measures used in the present study, at the school as well as at the district level.

Social scientists widely recommend that naturalistic procedures be used in describing the culture of an organization. Such approaches are reputed to have the potential of providing in-depth insight into the beliefs, values, attitudes, assumptions, norms, conceptual designs, and standards of behavior held by organizational members. Unfortunately such methodological procedures require high resource commitment. In the present study, it was deemed necessary to contact many members of the organization and there was a desire to do so at reasonable cost. At the same time there was a need to provide meaningful, diagnostic information that could serve as a basis for change. In response to these constraints, the procedures used in the study to explore organizational culture was reasonably efficient in that a cross-section of organizational members was involved, and data were collected with minimal investment by the organization.

The structured interview format used in the study, which focused on both the administrative and educational orientations of the district, was found to provide useful information about the district's organizational culture. The approach could be a step towards developing understandings about organizational culture in school districts and even schools; nevertheless, to increase researcher and practitioner confidence in the procedures it would be necessary to conduct similar studies in districts of various types within a province, nationally, and if possible even at the international level. There is also a need to extend and refine the instruments and general procedures used in the study.

CONCLUDING COMMENT

A significant amount of research on effectiveness has been undertaken in organizations of various types and sizes. In the educational setting, studies of schools have identified a certain type of organizational culture as a contributing factor to their effectiveness. In this study, a number of organizational effectiveness indicators and certain aspects of corporate and school culture were used to explore the characteristics of the administrative operations and the organizational culture of a school district. While one could argue that on theoretical and conceptual grounds the characteristics identified in the literature can be applied to school districts at a general organizational level, the possibility exists that clues to school district effectiveness remain with the individual schools that make up the organization.

If schools in a particular school district are deemed effective schools, it may be possible to speculate about a certain level of district effectiveness. Much of the current public concern for effectiveness in educational organizations appears to be directed at schools and classrooms. In view of some evidence that respondents in this study felt the school was a focal point for them as educators, and since schools are generally considered to be a significant influence on the growth and development of children, it may be worthwhile to continue the research on schools as well as on the districts that contain them. As a researcher of organizational effectiveness one constantly strives for accuracy, truth, and beauty. To achieve this no component should be omitted. Therefore, to understand the organizational effectiveness and the organizational culture of a school district effort should be directed toward including the study of the district's schools — the places where children "live" and learn.

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APPENDIX A

Inventory of School District Operations Form A and Form B

INVENTORY OF SCHOOL DISTRICT OPERATIONS

(Revised 1986)

The Inventory of School District Operations (ISDO) has been designed to collect information about the performance of school districts. Both the categories of effectiveness indicators and the items contained in ISDO have been devised to serve diagnostic and formative purposes. The data obtained are intended to assist district administrative personnel in their efforts to increase the effectiveness of school district administration. The validity of this inventory for any summative purposes has not been established.

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PLEASE USE A COLOR OTHER THAN BLACK WHEN COMPLETING THIS QUESTIONNAIRE

INVENTORY OF SCHOOL DISTRICT OPERATIONS

FORM A

The categories of effectiveness indicators in this questionnaire contain items relating to administrative goals, administrative behavior, organizational structure, organizational climate, and adaptation to environmental changes. Respondents are asked to be certain that they reply to each item in the manner indicated.

PART A

ADMINISTRATIVE GOALS

—1
1-4

The items which follow relate to tasks or functions which are generally involved in the work of central office administrators. For each item, please circle the appropriate number to indicate:

- the actual priority which central office administrators presently give to the task, and

- the preferred priority, that is, the priority which central office administrators ideally should give to the task.

7 Very High; 6 High; 5 Moderately High; 4 Medium;
3 Moderately Low; 2 Low; 1 Very Low

	Actual Priority	Preferred Priority	Code
1. Defining educational goals for the school district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	5,6
2. Designing and implementing an appropriate educational program for the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	7,8
3. Promoting activities designed to improve the educational program.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	9,10
4. Developing and maintaining information systems on student numbers and characteristics.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	11,12
5. Providing for the special learning-related needs of students.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	13,14
6. Establishing policies which contribute to developing effective learning environments in the schools of the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	15,16
7. Developing effective personnel policies for the professional and support staff of the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	17,18

	Actual Priority	Preferred Priority	Code
8. Selecting and placing members of the professional staff.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	19,20
9. Supervising and evaluating teachers and other professional personnel.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	21,22
10. Selecting and placing members of the support staff.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	23,24
11. Supervising and evaluating support personnel.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	25,26
12. Identifying the implications of community characteristics for the educational program of the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	27,28
13. Involving the community in developing educational policies for the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	29,30
14. Interpreting the educational program to the community.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	31,32
15. Planning to meet the needs for physical facilities and major items of equipment.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	33,34
16. Making effective use of available physical resources.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	35,36
17. Maintaining the physical facilities of the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	37,38
18. Preparing a budget which reflects educational goals and priorities.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	39,40
19. Allocating resources in support of the educational program.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	41,42
20. Monitoring expenditures through appropriate accounting and reporting procedures.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	43,44
21. Maintaining the day-to-day administrative operations of the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	45,46
22. Establishing and maintaining an appropriate administrative structure for the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	47,48

PART B

ADMINISTRATIVE BEHAVIOR

—2
1-4

The items below refer to some possible actions or behaviors of administrators. Please circle the appropriate number to indicate how frequently administrators:

-actually engage in each of the behaviors, and

-ideally should engage in each of the behaviors.

7 Always; 6 Almost Always; 5 Often; 4 Sometimes;
3 Seldom; 2 Almost Never; 1 Never

	Actual Frequency	Preferred Frequency	Code
1. Central office administrators are present at social activities for members of staff.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	5,6
2. Representatives of central office attend school meetings for parents.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	7,8
3. Central office administrators make public statements on behalf of teachers and principals.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	9,10
4. Central office administrators assist principals in finding solutions to problems.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	11,12
5. Central office administrators assist teachers and other professional staff members in finding solutions to problems.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	13,14
6. Central office administrators provide leadership for the school board on educational issues.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	15,16
7. Central office administrators serve as links between the school district and the community.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	17,18
8. Central office administrators are readily accessible to parents and other members of the public.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	19,20
9. Central office administrators serve as the main points of contact between the community and the schools.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	21,22
10. Central office administrators monitor the performance of professional and support personnel.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	23,24

	Actual Frequency	Preferred Frequency	Code
11. Central office administrators are well-informed about developments in the schools.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	25,26
12. Central office administrators are a reliable source of information about community developments.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	27,28
13. Central office administrators inform principals about proposed policy changes.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	29,30
14. Central office administrators provide principals with information about practices in other schools.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	31,32
15. Meetings with central office administrators are useful for exchanging information.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	33,34
16. Central office administrators provide an educational perspective on matters which come before the board.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	35,36
17. Central office administrators represent the views of school staffs on educational issues.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	37,38
18. Central office administrators represent the views of the district in relating to the public and the media.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	39,40
19. Central office administrators take the initiative in proposing educational improvements.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	41,42
20. Central office administrators work toward improving the educational program.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	43,44
21. Central office administrators devise creative ways to improve the schools.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	45,46
22. Central office administrators respond to unexpected developments.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	47,48
23. Central office administrators have contingency plans for areas in which there is a high element of uncertainty.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	49,50
24. Unexpected problems are given high priority by central office administrators.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	51,52

	Actual Frequency	Preferred Frequency	Code
25. Central office administrators use their time and the time of others efficiently.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	53,54
26. Central office administrators make effective decisions in allocating the district's financial and physical resources.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	55,56
27. Central office administrators give high priority to decisions about how personnel resources will be allocated.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	57,58
28. Central office administrators serve as mediators in the decision making process.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	59,60
29. Central office administrators are prepared to compromise when differences of opinion arise.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	61,62
30. Central office administrators manage decision processes to the satisfaction of the district staff.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	63,64

PART C

ORGANIZATIONAL STRUCTURE

--3
1-4

The items which follow describe various characteristics of the structure of an organization such as a school district. For each of the items, please circle the appropriate number to indicate:

-the actual extent to which the structural variable mentioned is characteristic of your school district, and

-the preferred extent to which you think the variable should be characteristic of your school district.

7 Very High; 6 High; 5 Moderately High; 4 Medium;
3 Moderately Low; 2 Low; 1 Very Low

	Actual Extent	Preferred Extent	Code
1. Policies and procedures for the operation of the school district are formalized.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	5,6
2. Central office administrators and board members use a manual of policies and procedural guidelines.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	7,8
3. Central office administrators specialize in certain task areas or functions.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	9,10

	Actual Extent	Preferred Extent	Code
4. Routines are established for repetitive administrative tasks.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	11,12
5. District-wide policy decisions are made by the school board.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	13,14
6. The superintendent and assistant superintendents exercise direct supervision over those at lower levels in central office.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	15,16
7. Authority relationships and channels of communication are clearly defined.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	17,18
8. Explicit role definitions exist for each position in the administrative structure.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	19,20
9. Central office administrative roles and responsibilities serve the needs of the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	21,22
10. Functions of central office personnel and of school administrators are clearly differentiated.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	23,24
11. Roles of supervisors and consultants in central office are defined mainly in terms of providing support for teaching and learning.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	25,26
12. Adequate numbers of supervisory and consultative personnel are based in central office.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	27,28
13. Responsibilities for policy making and policy implementation are clearly defined.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	29,30
14. Operational decisions are decentralized to schools and other units in the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	31,32
15. Task forces and committees are used in carrying out selected administrative functions.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	33,34
16. Professional staff members have significant input into the decision making process.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	35,36
17. The decision making process is monitored by the central office administrators.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	37,38
18. Policy decisions are implemented and enforced by central office administrators.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	39,40

PART D

ORGANIZATIONAL CLIMATE

The items which follow refer to various aspects of the work climate within an organization such as a school district. For each item please circle the appropriate number to indicate your degree of satisfaction with that particular aspect of the organizational work climate in your district.

7 Very High; 6 High; 5 Moderately High; 4 Medium;
3 Medium Low; 2 Low; 1 Very Low

	Degree of Satisfaction	Code
1. The extent to which members of your district have respect for each other.	7 6 5 4 3 2 1	41
2. The extent to which members of the district are made to feel they are part of the district.	7 6 5 4 3 2 1	42
3. The level of cooperation between members of district staff and administrators.	7 6 5 4 3 2 1	43
4. The extent to which members of your district share their concerns with each other.	7 6 5 4 3 2 1	44
5. The extent to which individuals are encouraged to be creative in carrying out their responsibilities.	7 6 5 4 3 2 1	45
6. The degree of trust between district administrators and members of the district professional staff.	7 6 5 4 3 2 1	46
7. The extent to which you are able to influence important decisions.	7 6 5 4 3 2 1	47
8. The extent to which members are able to achieve personal goals through their work.	7 6 5 4 3 2 1	48
9. The extent to which ideas of administrators and staff members have an impact on what actually happens in the district.	7 6 5 4 3 2 1	49
10. The extent to which problems are regarded as opportunities to seek improvements.	7 6 5 4 3 2 1	50
11. The extent to which members look for better ways to do their work.	7 6 5 4 3 2 1	51
12. The extent to which members take advantage of opportunities to improve themselves.	7 6 5 4 3 2 1	52
13. The extent to which the unique characteristics of individual district members are recognized and accepted.	7 6 5 4 3 2 1	53
14. The extent to which district members are concerned about what happens in the district.	7 6 5 4 3 2 1	54
15. The extent to which members of the district show kindness toward each other.	7 6 5 4 3 2 1	55

	Degree of Satisfaction	**Code**
16. The attitudes which members of the district express about general working conditons.	7 6 5 4 3 2 1	56
17. The extent to which members of the district take pride in their work.	7 6 5 4 3 2 1	57
18. The enthusiasm which members of the district have for their work.	7 6 5 4 3 2 1	58
19. The extent to which there is collaboration among members in different positions.	7 6 5 4 3 2 1	59
20. The extent to which local board members are aware of the interests of the district's personnel.	7 6 5 4 3 2 1	60
21. The extent to which differences among district personnel and units in the district are accepted.	7 6 5 4 3 2 1	61
22. Please indicate your general degree of satisfaction with work and working conditions in the district.	7 6 5 4 3 2 1	62

PART E

ADAPTATION TO ENVIRONMENTAL CHANGES

=4
1-4

The items which follow refer to changes which may have taken place in the community in which your district is located, in the provincial educational system, or in society generally. For each item, please indicate by circling the appropriate number:

-the relevance or importance of the changes for your district; and

-the priority which your district is presently giving to addressing the educational implications of those changes.

7 Very High; 6 High; 5 Moderately High; 4 Medium;
3 Moderately Low; 2 Low; 1 Very Low

	Importance	**Priority Being Given**	**Code**
1. Changes in the number of students enrolled in schools.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	5,6
2. Changes in the age distribution of people living in the community.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	7,8
3. Changes in the mobility rates of adults and students in the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	9,10

	Importance	Priority Being Given	Code
4. Changes in the demand for special programs (adult classes, kindergarten, etc.).	7 6 5 4 3 2 1	7 6 5 4 3 2 1	11,12
5. Changes in the economy of the district's geographical region.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	13,14
6. Changes in the financial resources available for education.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	15,16
7. Changes in the economic background of students attending school.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	17,18
8. Changes in employment opportunities locally, provincially, and nationally.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	19,20
9. Changes in human rights policies and legislation.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	21,22
10. Changes in definitions of the rights of teachers and students.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	23,24
11. Changes in government policies for education.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	25,26
12. Constitutional and legal changes which affect education.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	27,28
13. Changes in local educational politics.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	29,30
14. Changes in the political power structure of the district's geographical region.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	31,32
15. Changes in the relationships between school boards and professional associations or employee unions.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	33,34
16. Changes in the policies of professional associations.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	35,36
17. Changes in public attitudes toward education.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	37,38
18. Changes in home environments and family relationships of students.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	39,40
19. Changes in the cultural characteristics of students.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	41,42
20. Changes in the relationships between schools and other organizations in the district.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	43,44

	Importance	Priority Being Given	Code
21. Technological developments in the larger society.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	45,46
22. Technological developments in education.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	47,48
23. Changes in concern for the preservation of the physical environment.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	49,50
24. Changes in concern for conservation measures.	7 6 5 4 3 2 1	7 6 5 4 3 2 1	51,52

PART F

INFORMATION ABOUT RESPONDENT

Code

1. Please indicate your present position: (Circle one) 53,54

1. board member
2. central office administrator or supervisor
3. other central office certificated staff member
4. non-certificated central office staff member
5. principal
6. teacher or other certificated school staff member
7. non-certificated school staff member
8. other (Please specify) __________________

2. How many years, including this year, have you been in your present position in the school district? 55,56

________ years

3. Approximately how many years in total have you been associated with the school district? 57,58

________ years

PART G

GENERAL QUESTIONS

1. In what aspects of the administration of the district have the central office administrators been particularly effective?

2. To what aspects of the administration of the district should the central office administrators give more attention?

3. What do you find most satisfying about being a member of the district?

4. What changes would most likely increase your level of satisfaction with the district?

5. In what particular areas of administrative performance are central office administrators most effective?

6. What particular areas of administrative performance on the part of central office administrators need improvement?

7. What are the most effective and desirable features of the organizational structure of the district?

8. What changes do you think should be considered in improving the organizational structure of the district?

9. What are the most effective and desirable features of the organizational climate of the district?

10. What changes do you think should be considered in improving the organizational climate of the district?

11. What community and educational changes have been dealt with most effectively by central office administrators in recent years?

12. What future changes are likely to require increased attention by central office administrators?

13. In what aspects of administration has the school board been particularly effective?

14. To what aspects of administration should the board give more attention?

THANK YOU FOR COMPLETING THIS QUESTIONNAIRE

PLEASE CHECK TO MAKE CERTAIN THAT YOU HAVE RESPONDED TO EVERY ITEM

INVENTORY OF SCHOOL DISTRICT OPERATIONS

(Revised 1986)

The Inventory of School District Operations (ISDO) has been designed to collect information about the performance of school districts. Both the categories of effectiveness indicators and the items contained in ISDO have been devised to serve diagnostic and formative purposes. The data obtained are intended to assist district administrative personnel in their efforts to increase the effectiveness of school district administration. The validity of this inventory for any summative purposes has not been established.

Prepared by
Eugene Ratsoy and Erwin Miklos
Under the Sponsorship of the Alberta
Department of Education

Technical Revisions by
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Department of Educational Administration
The University of Alberta

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PLEASE USE A COLOR OTHER THAN BLACK WHEN COMPLETING THIS QUESTIONNAIRE

INVENTORY OF SCHOOL DISTRICT OPERATIONS

FORM B

This questionnaire is designed to give members of the district the opportunity to indicate their level of satisfaction with various aspects of work and working conditions in the district. Respondents are asked to be certain that they reply to each item in the manner indicated.

2
1-4

For each of the items in Parts A, B, and C, please circle the appropriate number to indicate your degree of satisfaction with that particular aspect of your work or of the district in general, according to the following scale:

7 Very High; 6 High; 5 Moderately High; 4 Medium;
3 Moderately Low; 2 Low; 1 Very Low

PART A

GENERAL ADMINISTRATION

How satisfied are you with:	Degree of Satisfaction	Code
1. the way in which people in your type of position are selected and placed?	7 6 5 4 3 2 1	5
2. the way in which the work of people in your type of position is supervised and evaluated?	7 6 5 4 3 2 1	6
3. the type, quality and amount of supplies and equipment which you have for doing your work?	7 6 5 4 3 2 1	7
4. the design and maintenance of the building or office in which (or from which) you do your work?	7 6 5 4 3 2 1	8
5. the number and types of reports which you are asked to submit to your supervisor?	7 6 5 4 3 2 1	9
6. how clearly the job which you are expected to do is defined?	7 6 5 4 3 2 1	10
7. the amount of freedom you have in making decisions about your work?	7 6 5 4 3 2 1	11
8. the type of work which you are expected to do?	7 6 5 4 3 2 1	12
9. the salary and benefits for your type of position?	7 6 5 4 3 2 1	13
10. the general administration of the district?	7 6 5 4 3 2 1	14

PART B

PERSONNEL RELATIONS

How satisfied are you with the extent to which the people with whom you work:	**Degree of Satisfaction**	**Code**
1. cooperate with each other?	7 6 5 4 3 2 1	15
2. share their concerns with each other?	7 6 5 4 3 2 1	16
3. are enthusiastic about their work?	7 6 5 4 3 2 1	17
4. are interested in what happens in the district?	7 6 5 4 3 2 1	18
5. take advantage of opportunities to improve themselves?	7 6 5 4 3 2 1	19
6. make new members of staff feel a part of the group?	7 6 5 4 3 2 1	20
7. look for better ways to do their work?	7 6 5 4 3 2 1	21
8. show kindness toward others?	7 6 5 4 3 2 1	22

PART C

GENERAL QUESTIONS

1. Please circle one of the responses below to indicate the degree of your general satisfaction with work and working conditions in the district. 23

7 Very High
6 High
5 Moderately High
4 Medium
3 Moderately Low
2 Low
1 Very Low

2. What do you find most satisfying about being a member of the district? 24,25

Code

3. What changes would most likely increase your level of satisfaction with the district? 26,27

PART D

INFORMATION ABOUT RESPONDENT

1. Please indicate your present position: (Circle one) 28,29

   1. board member
   2. central office administrator or supervisor
   3. other central office certificated staff member
   4. member of central office secretarial or other support staff
   5. principal
   6. teacher or other certificated school staff member
   7. member of school secretarial or other school support staff
   8. other (Please specify) ____________________

2. How many years, including this year, have you been in your present position in the school district? 30,31

______years

3. Approximately how many years in total have you been associated with the school district? 32,33

______years

THANK YOU FOR COMPLETING THIS QUESTIONNAIRE

PLEASE CHECK TO MAKE CERTAIN THAT YOU HAVE RESPONDED TO EVERY ITEM

APPENDIX B

Organizational Culture Inventory

ORGANIZATIONAL CULTURE INVENTORY

INTERVIEW QUESTIONS

Information About the Respondent

1. How long have you been associated with this district?
What positions have you held in this district?
How long have you been in your present position?

Beliefs About the Administrative Operation of the District and Educational Matters

Key

1 Not At All, 2 Somewhat, 3 Moderate Extent
4 Great Extent, 5 Very Great Extent

---

2. To what extent do things change in this district? To what extent should things change in this district?

3. To what extent does the administration of this district take into account what teachers, students, and parents want? To what extent should the administration of this district take into account what teachers, students, and parents want?

4. To what extent are people who work in this district encouraged to explore new initiatives? To what extent should people who work in this district be encouraged to explore new initiatives?

5. To what extent are people who work in this district encouraged to do a good job and, in turn, granted recognition for their efforts? To what extent should people who work in this district be encouraged to do a good job and, in turn, be granted recognition for their efforts?

6. To what extent do district administrators demonstrate interest and concern about the problems that people who work in this district experience? To what extent should district administrators demonstrate interest and concern about the problems that people who work in this district experience?

7. To what extent are people who work in this district encouraged to feel that they are providing an essential professional service? To what extent should people who work in this district be encouraged to feel that they are providing an essential professional service?

8. To what extent are people who work in this district involved in deciding what happens in the district? To what extent should people who work in this district be involved in deciding what happens in the district?

Key

1 Not At All, 2 Somewhat, 3 Moderate Extent
4 Great Extent, 5 Very Great Extent

---

9. To what extent do people who work in this district feel support and a sense of belonging? To what extent should people who work in this district feel support and a sense of belonging?

10. To what extent are people who work in this district aware of a clear set of educational goals for students? To what extent should people who work in this district be aware of a clear set of educational goals for students?

11. To what extent are people who work in this district using a student centered approach to instruction? To what extent should people who work in this district be using a student centered approach to instruction?

12. To what extent do people who work in this district emphasize student achievement and performance? To what extent should people who work in this district be emphasizing student achievement and performance?

13. To what extent do people who work in this district emphasize student control procedures? To what extent should people who work in this district be emphasizing student control procedures?

14. To what extent are people who work in this district able to control the nature and type of work they do with/for students? To what extent should people who work in this district be able to control the nature and type of work they do with/for students?

15. To what extent do people who work in this district share the same beliefs about the education of children? To what extent should people who work in this district share the same beliefs about the education of children?

General

16. What do people who work in this district believe to be the "core mission" of the district? What do people who work in this district believe should be the "core mission" of the district?

17. Are there any other things about the administration of this district and educational matters that you would like to tell me?

ORGANIZATIONAL CULTURE INVENTORY

INTERVIEW RECORD SHEET

FOR INTERVIEWER USE ONLY

	Code
Interviewee #_____________	---8 1-4
1. How long have you been associated with this district? ______________________________	5,6
a. What positions have you held in this district? ____________________________________	7-9
b. How long have you been in your present position?____________________________	10,11

Comments

Key

1 Not At All, 2 Somewhat, 3 Moderate Extent
4 Great Extent, 5 Very Great Extent

		Code
2. a. To what extent do things change in this district?	1 2 3 4 5	12
b. To what extent should things change in this district?	1 2 3 4 5	13

Comments

		Code
3. a. To what extent does the administration of this district take into account what teachers, students, and parents want?	1 2 3 4 5	14
b. To what extent should the administration of this district take into account what teachers, students, and parents want?	1 2 3 4 5	15

Comments

		Code
4. a. To what extent are people who work in this district encouraged to explore new initiatives?	1 2 3 4 5	16
b. To what extent should people who work in this district be encouraged to explore new initiatives?	1 2 3 4 5	17

Comments

		Code
5. a. To what extent are people who work in this district encouraged to do a good job and granted recognition for their efforts?	1 2 3 4 5	18
b. To what extent should people who work in this district be encouraged to do a good job and, in turn, be granted recognition for their efforts?	1 2 3 4 5	19

Comments

		Code
6. a. To what extent do district administrators demonstrate interest and concern about the problems that people who work in this district experience?	1 2 3 4 5	20
b. To what extent should district administrators demonstrate interest and concern about the problems that people who work in this district experience?	1 2 3 4 5	21

Comments

		Code
7. a. To what extent are people who work in this district encouraged to feel that they are providing an essential professional service?	1 2 3 4 5	22
b. To what extent should people who work in this district be encouraged to feel that they are providing an essential professional service?	1 2 3 4 5	23

Comments

		Code
8. a. To what extent are people who work in this district involved in deciding what happens in the district?	1 2 3 4 5	24
b. To what extent should people who work in this district be involved in deciding what happens in the district?	1 2 3 4 5	25

Comments

		Code
9. a. To what extent do people who work in this district feel support and a sense of belonging?	1 2 3 4 5	26
b. To what extent should people who work in this district feel support and a sense of belonging?	1 2 3 4 5	27

Comments

		Code
10. a. To what extent are people who work in this district aware of a clear set of educational goals for students?	1 2 3 4 5	28
b. To what extent should people who work in this district be aware of a clear set of educational goals for students?	1 2 3 4 5	29

Comments

		Code
11. a. To what extent are people who work in this district using a student centered approach to instruction?	1 2 3 4 5	30
b. To what extent should people who work in this district be using a student centered approach to instruction?	1 2 3 4 5	31

Comments

		Code
12. a. To what extent do people who work in this district emphasize student achievement and performance?	1 2 3 4 5	32
b. To what extent should people who work in this district be emphasizing student achievement and performance?	1 2 3 4 5	33

Comments

		Code
13. a. To what extent do people who work in this district emphasize student control procedures?	1 2 3 4 5	34
b. To what extent should people who work in this district be emphasizing student control procedures?	1 2 3 4 5	35

Comments

		Code
14. a. To what extent are people who work in this district able to control the nature and type of work they do with/for students?	1 2 3 4 5	36
b. To what extent should people who work in this district be able to control the nature and type of work they do with/for students?	1 2 3 4 5	37

Comments

		Code
15. a. To what extent do people who work in this district share the same beliefs, about the education of children?	1 2 3 4 5	38
b. To what extent should people who work in this district share the same beliefs about the education of children?	1 2 3 4 5	39

Comments

	Code
16. a. What do people who work in this district believe to be the "core mission" of the district?	40-44
b. What do people who work in this district believe should be the "core mission" of the district?	45-49

Comments

17. Are there any other things about educational matters and the administration of this district that you would like to tell me?	50-60

Comments

Code

General Comments 61-80

APPENDIX C

Tables Related to the Composition of the Questionnaires and the Interview Schedule

Table 1

Goal Categories and Item Numbers for Administrative Goals

Goal Category	Item Number	Number of Items
Educational Program Goals	1, 2 and 3	3
Pupil Personnel Goals	4, 5 and 6	3
Staff Personnnel Goals	7, 8, 9, 10 and 11	5
Community Relationships Goals	12, 13 and 14	3
Physical Facilities Goals	15, 16 and 17	3
Educational Finance Goals	18, 19 and 20	3
General Organizational Goals	21 and 22	2

Table 2

Managerial Roles and Item Numbers for Administrative Behavior

Managerial Role	Item Number	Number of Items
Figurehead	1, 2 and 3	3
Leader	4, 5 and 6	3
Liaison	7, 8 and 9	3
Monitor	10, 11 and 12	3
Disseminator	13, 14 and 15	3
Spokesperson	16, 17 and 18	3
Entrepreneur	19, 20 and 21	3
Disturbance Handler	22, 23 and 24	3
Resource Allocator	25, 26 and 27	3
Negotiator	28, 29 and 30	3

Table 3

Descriptors and Item Numbers for Organizational Structure

Descriptor	Item Number	Number of Items
Bureaucratization	1, 2, 3, 4, 5 and 6	6
Administrative Operations	7, 8, 9, 10, 11 and 12	6
Decision Making	13, 14, 15, 16, 17 and 18	6

Table 4

Indicators and Item Numbers for Organizational Climate

Indicator	Item Number	Number of Items
Respect	1, 2 and 3	3
Trust	4, 5 and 6	3
Opportunity for Input	7, 8 and 9	3
Renewal	10, 11 and 12	3
Caring	13, 14 and 15	3
Morale	16, 17 and 18	3
Cohesiveness	19, 20 and 21	3
General	22	1

Table 5

Change Areas and Item Numbers for Adaptation to Environmental Changes

Change Area	Item Number	Number of Items
Demographic	1, 2, 3 and 4	4
Economic	5, 6, 7 and 8	4
Legal	9, 10, 11 and 12	4
Political	13, 14, 15 and 16	4
Socialcultural	17, 18, 19 and 20	4
Technological-Ecological	21, 22, 23 and 24	4

Table 6

Categories and Item Numbers for General Questions

Category	Question Number	Number of Questions
Central Office Administration	1 and 2	2
Satisfaction	3 and 4	2
Administrative Performance	5 and 6	2
Organizational Structure	7 and 8	2
Organizational Climate	9 and 10	2
Envirinmental Change	11 and 12	2
Board Administration	13 and 14	2

Table 7

Categories and Item Numbers for Interview Questions

Category	Question Number	Number of Questions
Respondent Information	1	1
Beliefs About Administrative Orientation	2, 3, 4, 5, 6, 7, 8 and 9	8
Beliefs About Educational Matters	10, 11, 12, 13, 14, 15 and 16	7
General	17	1

APPENDIX D

Letters to Superintendent and Respondents

University of Alberta
Edmonton
Canada T6G 2G5

Department of Educational Administration
Faculty of Education
7-104 Education Building North, Telephone (403) 432-5241

December 03, 1985

Mr.
Superintendent of Education
XXX School Board
XXX Street
XXX, Newfoundland

Dear Mr. XXX,

In late August 1985, I indicated to Mr. XXX that I would like to conduct research in your district related to my Doctoral Dissertation. I am now at a stage where I can provide specific details about nature of this project.

The focus of my study is on evaluating a set of procedures that may have some utility for the assessment of characteristics of organizational culture in school districts. To accomplish this the research will be carried out in four phases:

1. testing a revised "Inventory of School District Operations" (enclosed) in Newfoundland school district;
2. determining the potential of the inventory for the assessment of organizational culture characteristics and revising the instrument to include a specific category of organizational culture items;
3. retesting the revised inventory in an Alberta school district; and,
4. reassessing the instrument's potential for measuring organizational culture as an indicator of school district effectiveness.

It is anticipated that phases one and two will take place in the Newfoundland district. The enclosed "Inventory of School District Operations" (Revised 1985), is a draft of the proposed data collection instrument for use in phase one. This questionnaire is divided into two components; Form A, and Form B. Form A is designed for school board members, district administrators (including the business manager), program coordinators, school principals, vice- principals, and teachers. Form B is designed to gather data from district and school level support personnel (secteraries and custodial staff).

I would like to have all board members, district administrators, coordinators, principals, vice-principals, and support staff complete the respective questionnaires. However, only two teachers per school are necessary. Because of the nature of the study it is important that all questionnaires be completed by January 31, 1986.

. . . /2

As a follow up to this round of data collection I would like to interview district administrators and a selected sample of the other groups (to a maximum of thirty individuals). Those interviews, which I will schedule in consultation with you, will be held during the first three weeks of March 1986. This activity is necessary in completing phase two of the study.

An analysis of data collected in your district will be prepared for you if you so desire. This information may be of some benefit to you and your colleagues in determining strengths as well as areas for consideration in any improvement efforts. The study is not designed for the purposes of providing a summative global evaluation of the district; however, it may provide some information on aspects of your district's operations that may not normally be studied, eg., the culture of your organization.

If you are willing to have your district participate in this study, I would ask that you or another administrative officer take responsibility for the administration of the questionnaires. These will be delivered to your office in bulk and I would appreciate having them returned to me in the same manner.

I will be traveling to Newfoundland on December 12, 1985 and would be willing to further discuss this project with you during the week of December 16-20, 1985. In the interim, if you can decide on your participation prior to December 12, 1985, I would appreciate knowing so that I may bring the questionnaires with me. I realize that this is very short notice; however, if necessary, you may call (403) 437-1443 (home) or (403) 432-2175 (office) collect, to advise me of your decision.

Thank you for your time and attention in this matter. I look forward to hearing from you.

Sincerely yours,

Kevin A. Giles

/kg

Enclosure

cc. Dr. E. W. Ratsoy
Supervisory Committee Chairman

Doctoral Dissertation (Appendix D)

University of Alberta
Edmonton
Canada T6G 2G5

Department of Educational Administration
Faculty of Education
7-104 Education Building North, Telephone (403) 432-5241

January 31, 1986

Dear Respondent,

Thank you for taking time to complete the attached questionnaire. Your contribution will provide valuable needed data, and assist me in completing my doctoral dissertation.

In order to guarantee the confidentiality of your responses please do not put your name on the questionnaire. When completed please put the questionnaire in the self-addressed envelope provided and seal it. The completed questionnaires will be collected by a member of the central office staff and returned to me in bulk.

I will be conducting interviews in your district in early March, 1986. If you would be willing to participate in the interviews, please put your name and a contact address or phone number on a separate sheet of paper and enclose it in the envelope with the questionnaire. Confidentiality will be maintained at all times.

Once again, thank you for your time and attention, it is sincerely appreciated.

Yours truly,

Kevin A. Giles

/kg

Enclosure

cc. Dr. E. W. Ratsoy
Supervisory Committee Chairperson

APPENDIX E

Factor Analysis

Table 1

Two Phase Rotated Eight Factor Solution for 22 Actual Administrative Goals

	Factor Loadings									
	First Phase Solutions					Second Phase Solutions				
Items Grouped According to Factors	F 1	F 2	F 3	F 4	F 5	F 1	F 2	F 3	F4	F5
1. Physical Resources Goals										
15. Planning to meet the needs for physical facilities and major items of equipment.	**0.78**	0.01	0.17	0.07	0.05					
17. Maintaining the physical facilities of the district.	**0.73**	0.13	0.22	0.20	-0.06					
16. Making effective use of available physical resources.	**0.66**	0.12	0.07	0.33	-0.01					
2. Community Relations Goals										
13. Involving the community in developing educational policies for the district.	-0.03	**0.79**	0.21	0.16	0.00					
14. Interpreting the educational program to the community.	0.12	**0.78**	0.04	0.04	0.21					
12. Identifying the implications of community characteristics for the educational program of the district.	0.17	**0.76**	0.20	0.08	0.16					

table continues

	Factor Loadings									
	First Phase Solutions					Second Phase Solutions				
Items Grouped According to Factors	F 1	F 2	F 3	F 4	F 5	F 1	F 2	F 3	F4	F5
3. Management Goals										
21. Maintaining the day-to-day administrative operations of the district.	0.04	0.24	0.09	0.81	0.14					
22. Establishing and maintaining an appropriate administrative structure for the district.	0.34	-0.07	0.24	0.63	0.23					
20. Monitoring expenditures through appropriate accounting and reporting procedures.	0.30	-0.16	0.18	0.54	0.42					
18. Preparing a budget which reflects educational goals and priorities.	0.39	0.28	0.33	0.52	-0.07					
19. Allocating resources in support of the educational program.	0.43	0.26	0.26	0.46	0.03					
4. Educational Program Goals										
3. Promoting activities designed to improve the educational program.	0.33	0.15	0.54	0.24	0.11	0.82	0.20	-0.15	0.18	0.10
2. Designing and implementing an appropriate educational program for the district.	0.08	0.34	0.75	0.15	0.13	0.75	0.22	0.23	-0.13	0.24
1. Defining educational goals for the school district.	0.26	0.19	0.73	0.02	0.06	0.69	-0.06	0.46	-0.02	0.19
5. Providing for the special learning-related needs of students.	0.58	0.24	0.29	-0.03	0.30	0.57	0.16	0.36	0.29	-0.19

table continues

Items Grouped According to Factors	Factor Loadings									
	First Phase Solutions					Second Phase Solutions				
	F 1	F 2	F 3	F 4	F 5	F 1	F 2	F 3	F4	F5
6. Establishing policies which contribute to developing effective learning environments in the schools of the district.	0.21	0.28	$\boxed{0.43}$	0.26	0.36	$\boxed{0.49}$	0.50	0.10	0.14	0.24
5. Non-Certificated Personnel Goals										
10. Selecting and placing members of the support staff.	-0.02	0.18	0.11	0.17	$\boxed{0.82}$	0.08	$\boxed{0.87}$	0.06	0.12	0.07
11. Supervising and evaluating support personnel.	0.06	0.39	0.15	0.15	$\boxed{0.63}$	0.17	$\boxed{0.80}$	0.23	0.04	-0.02
6. Developmental Goals										
4. Developing and maintaining information systems on student numbers and characteristics.	0.19	$\boxed{0.44}$	0.31	-0.18	0.39	0.12	0.23	$\boxed{0.90}$	0.05	0.09
7. Developing effective personnel policies for the professional and support staff of the district.	$\boxed{0.42}$	$\boxed{0.49}$	0.16	0.19	0.31	0.28	0.38	$\boxed{0.42}$	0.38	0.16
7. Certificated Staff Employment Goals										
8. Selecting and placing members of the professional staff.	$\boxed{0.52}$	0.00	-0.19	0.11	$\boxed{0.40}$	0.06	0.11	0.05	$\boxed{0.94}$	-0.01
8. Certificated Staff Monitoring Goals										
9. Supervising and evaluating teachers and other professional personnel.	0.01	0.01	$\boxed{0.64}$	0.19	0.06	0.19	0.09	0.10	0.00	$\boxed{0.92}$

Table 2

Rotated Varimax Three Factor Solution for 30 Actual Administrative Behaviors

Items Grouped According to Factors	Factor Loadings F 1	 F 2	 F 3
1. Decisional Role Behaviors			
29. Central office administrators are prepared to compromise when differences of opinion arise.	**0.73**	0.10	0.11
30. Central office administrators manage decision processes to the satisfaction of the district staff.	**0.73**	0.23	0.17
25. Central office administrators use their time and the time of others efficiently.	**0.72**	0.23	-0.03
22. Central office administrators respond to unexpected developments.	**0.70**	0.20	0.21
21. Central office administrators devise creative ways to improve the schools.	**0.64**	0.42	0.00
20. Central office administrators work toward improving the educational program.	**0.62**	0.15	0.36
24. Unexpected problems are given high priority by central office administrators.	**0.57**	0.14	0.45
19. Central office administrators take the initiative in proposing educational improvements.	**0.56**	0.21	0.34
23. Central office administrators have contingency plans for areas in which there is a high element of uncertainty.	**0.53**	0.37	0.30
28. Central office administrators serve as mediators in the decision making process.	**0.52**	0.08	0.13
26. Central office administrators make effective decisions in allocating the district's financial and physical resources.	**0.49**	0.17	0.23

table continues

Items Grouped According to Factors	Factor Loadings		
	F 1	F 2	F 3
4. Central office administrators assist principals in finding solutions to problems.	**0.47**	0.54	0.12
5. Central office administrators assist teachers and other professional staff members in finding solutions to problems.	**0.45**	0.56	0.08
27. Central office administrators give high priority to decisions about how personnel resources will be allocated.	**0.40**	-0.05	0.41
2. *Interpersonal Role Behaviors*			
9. Central office administrators serve as the main points of contact between the community and the schools.	0.20	**0.71**	0.12
1. Central office administrators are present at social activities for members of staff.	0.27	**0.68**	0.01
7. Central office administrators serve as links between the school district and the community.	0.12	**0.68**	0.22
12. Central office administrators are a reliable source of information about community developments.	0.25	**0.64**	0.00
2. Representatives of central office attend school meetings for parents.	0.07	**0.62**	0.05
8. Central office administrators are readily accessible to parents and other members of the public.	0.12	**0.59**	0.47
3. Central office administrators make public statements on behalf of teachers and principals.	0.08	**0.51**	0.12
14. Central office administrators provide principals with information about practices in other schools.	0.07	**0.49**	0.33
11. Central office administrators are well-informed about developments in the schools.	0.46	**0.47**	0.29

table continues

Items Grouped According to Factors	Factor Loadings F 1	Factor Loadings F 2	Factor Loadings F 3
10. Central office administrators monitor the performance of professional and support personnel.	0.37	**0.47**	0.17
17. Central office administrators represent the views of school staffs on educational issues.	0.55	**0.41**	0.17
3. Informational Role Behaviors			
16. Central office administrators provide an educational perspective on matters which come before the board.	0.20	0.10	**0.77**
13. Central office administrators inform principals about proposed policy changes.	0.23	0.05	**0.69**
6. Central office administrators provide leadership for the school board on educational issues.	0.09	0.39	**0.67**
18. Central office administrators represent the views of the district in relating to the public and the media.	0.09	0.12	**0.64**
15. Meetings with central office administrators are useful for exchanging information.	0.28	0.23	**0.50**

Table 3

Rotated Varimax Three Factor Solution for 18 Actual Organizational Structure Characteristics

Items Grouped According to Factors	Factor Loadings F 1	F 2	F 3
1. Bureaucratization Characteristics			
1. Policies and procedures for the operation of the school district are formalized.	**0.75**	0.20	0.14
2. Central office administrators and board members use a manual of policies and procedural guidelines.	**0.74**	0.12	0.11
18. Policy decisions are implemented and enforced by central office administrators.	**0.73**	0.05	0.13
13. Responsibilities for policy making and policy implementation are clearly defined.	**0.64**	**0.40**	0.18
8. Explicit role definitions exist for each position in the administrative structure.	**0.61**	**0.43**	0.24
17. The decision making process is monitored by the central office administrators.	**0.44**	0.28	0.15
12. Adequate numbers of supervisory and consultative personnel are based in central office.	**0.44**	0.06	0.26
5. District-wide policy decisions are made by the school board.	**0.41**	0.23	-0.23
2. Formalization Characteristics			
7. Authority relationships and channels of communication are clearly defined.	0.30	**0.75**	0.11
3. Central office administrators specialize in certain task areas or functions.	0.13	**0.69**	0.33

table continues

Items Grouped According to Factors	Factor Loadings		
	F 1	F 2	F 3
6. The superintendent and assistant superintendents exercise direct supervision over those at lower levels in central office.	0.37	**0.67**	-0.28
4. Routines are established for repetitive administrative tasks.	0.16	**0.60**	0.28
10. Functions of central office personnel and of school administrators are clearly differentiated.	0.54	**0.37**	0.10
3. *Operationalization Characteristics*			
14. Operational decisions are decentralized to schools and other units in the district.	0.02	-0.09	**0.71**
11. Roles of supervisors and consultants in central office are defined mainly in terms of providing support for teaching and learning.	0.10	0.31	**0.67**
15. Task forces and committees are used in carrying out selected administrative functions.	0.07	0.19	**0.65**
9. Central office administrative roles and responsibilities serve the needs of the district.	0.34	0.20	**0.62**
16. Professional staff members have significant input into the decision making process.	0.25	0.07	**0.60**

Table 4

Rotated Varimax Three Factor Solution for 21 Organizational Climate Items.

Items Grouped According to Factors	Factor Loadings F 1	F 2	F 3
1. Member Esprit de Corps			
3. The level of cooperation between members of district staff and administrators.	**0.76**	0.26	0.27
1. The extent to which members of your district have respect for each other.	**0.75**	0.26	0.25
15. The extent to which members of the district show kindness toward each other.	**0.75**	0.27	0.32
2. The extent to which members of the district are made to feel they are part of the district.	**0.67**	0.50	0.18
19. The extent to which there is collaboration among members in different positions.	**0.64**	0.37	0.40
4. The extent to which members of your district share their concerns with each other.	**0.64**	0.35	0.24
16. The attitudes which members of the district express about general working conditions.	**0.63**	0.24	0.39
6. The degree of trust between district administrators and members of the district professional staff.	**0.62**	0.38	0.35
2. Member Significance			
10. The extent to which problems are regarded as opportunities to seek improvements.	0.24	**0.80**	0.32
8. The extent to which members are able to achieve personal goals through their work.	0.28	**0.74**	0.37

table continues

Items Grouped According to Factors	Factor Loadings F 1	 F 2	 F 3
9. The extent to which ideas of administrators and staff members have an impact on what actually happens in the district.	0.27	**0.71**	0.26
13. The extent to which the unique characteristics of individual district members are recognized and accepted.	0.46	**0.62**	0.26
7. The extent to which you are able to influence important decisions.	0.29	**0.67**	0.10
21. The extent to which differences among district personnel and units in the district are accepted.	0.60	**0.56**	0.09
5. The extent to which individuals are encouraged to be creative in carrying out their responsibilities.	0.39	**0.54**	0.34
20. The extent to which local board members are aware of the interests of the district's personnel.	0.51	**0.47**	0.06
3. Member Engagement			
12. The extent to which members take advantage of opportunities to improve themselves.	0.11	0.32	**0.78**
11. The extent to which members look for better ways to do their work.	0.12	0.49	**0.73**
17. The extent to which members of the disrict take pride in their work.	0.46	0.15	**0.68**
14. The extent to which district members are concerned about what happens in the district.	0.39	0.11	**0.66**
18. The enthusiasm which members of the district have for their work.	0.46	0.16	**0.64**

Table 5

A Rotated Varimax Six Factor Solution for the Importance Associated with 24 Environmental Change Items

Items Grouped According to Factors	Factor Loadings					
	F 1	F 2	F 3	F 4	F 5	F 6
1. Legalpolitical Changes						
11. Changes in government policies for education.	**0.79**	-0.01	0.16	0.08	0.29	0.24
10. Changes in definitions of the rights of teachers and students.	**0.79**	0.34	0.13	0.11	0.07	0.08
9. Changes in human rights policies and legislation.	**0.74**	0.33	0.05	0.17	0.18	0.00
12. Constitutional and legal changes which affect education.	**0.73**	0.15	0.36	0.14	0.15	0.18
13. Changes in local educational politics.	**0.68**	0.18	0.39	0.11	-0.05	0.12
2. Socioeconomic Changes						
7. Changes in the economic background of students attending school.	0.17	**0.81**	0.18	0.08	0.10	0.19
4. Changes in the demand for special programs (adult classes, kindergarten, etc.)	0.29	**0.70**	0.11	0.07	0.01	0.12
5. Changes in the economy of the district's geographical region.	0.06	**0.65**	0.24	0.14	0.29	0.38
8. Changes in employment opportunities locally, provincially, and nationally.	0.22	**0.62**	0.03	0.04	0.44	0.08
17. Changes in public attitudes toward education.	0.19	**0.56**	0.49	0.27	0.22	0.05

table continues

Items Grouped According to Factors	Factor Loadings					
	F 1	F 2	F 3	F 4	F 5	F 6
3. *Sociopolitical Changes*						
16. Changes in the policies of professional associations.	0.20	0.03	**0.81**	0.17	0.11	0.16
15. Changes in the relationships between school boards and professional associations or employee unions.	0.21	0.20	**0.69**	0.19	0.17	0.17
18. Changes in home environments and family relationships of students.	0.17	0.45	**0.54**	0.24	0.24	-0.10
19. Changes in the cultural characteristics of students.	0.22	0.40	**0.52**	0.40	-0.20	0.12
20. Changes in the relationships between schools and other organizations in the district.	0.40	0.37	**0.51**	0.32	-0.30	0.25
14. Changes in the political power structure of the district's geographical region.	0.32	0.22	**0.49**	0.28	-0.11	0.37
4. *Ecotechnological Changes*						
24. Changes in concern for conservation measures.	0.02	0.11	0.20	**0.84**	-0.05	0.22
23. Changes in concern for the preservation of the physical environment.	0.08	0.17	0.14	**0.81**	0.03	0.29
21. Technological developments in the larger society.	0.28	0.00	0.25	**0.71**	0.27	-0.09
22. Technological developments in education.	0.41	0.12	0.32	**0.57**	0.34	-0.17
5. *Financial Changes*						
6. Changes in the financial resources available for education.	0.09	0.16	0.19	0.04	**0.80**	0.07

table continues

Items Grouped According to Factors	Factor Loadings					
	F 1	F 2	F 3	F 4	F 5	F 6
1. Changes in the number of students enrolled in schools.	0.28	0.23	-0.07	0.14	$\boxed{0.61}$	0.20
6. Demographic Changes						
2. Changes in the age distribution of people living in the community.	0.21	0.20	0.23	0.05	0.29	$\boxed{0.77}$
3. Changes in the mobility rates of adults and students in the district.	0.19	0.29	0.13	0.35	0.02	$\boxed{0.72}$

APPENDIX F

Correlation Coefficient Matrix of Organizational Culture Inventory Items

Table 1

Correlation Coefficient Matrix of Organizational Culture Inventory Items

Items	Item 2a	Item 3a	Item 4a	Item 5a	Item 6a	Item 7a	Item 8a	Item 9a	Item 10a	Item 11a	Item 12a	Item 13a	Item 14a	Item 15a
Item 2a	1.00													
Item 3a	0.45	1.00												
Item 4a	0.22	0.44	1.00											
Item 5a	0,22	0.35	0.40	1.00										
Item 6a	0.67	0.43	0.22	0.28	1.00									
Item 7a	0.59	0.24	0.07	0.57	0.58	1.00								
Item 8a	0.36	0.06	-0.05	0.32	0.50	0.54	1.00							
Item 9a	0.24	0.00	-0.03	0.22	0.28	0.51	0.39	1.00						
Item 10a	0.45	0.27	0.07	0.34	0.39	0.57	0.44	0.21	1.00					
Item 11a	0.31	0.56	0.19	0.24	0.25	0.22	0.12	0.05	0.18	1.00				
Item 12a	0.53	0.40	-0.04	0.39	0.50	0.48	0.52	0.37	0.36	0.30	1.00			
Item 13a	0.45	0.08	0.24	0.55	0.27	0.60	0.35	0.30	0.37	0.16	0.46	1.00		
Item 14a	0.18	0.34	0.90	0.34	0.14	-0.02	-0.04	-0.19	0.05	0.06	-0.17	0.06	1.00	
Item 15a	0.30	0.09	0.11	0.30	0.40	0.51	0.46	0.28	0.22	0.35	0.42	0.37	-0.02	1.00

APPENDIX G

Analysis of Variance

Table 1

Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Frequencies for Administrative Behavior Classified by Position in District

Factor	A* P†	Group 1 1-3 Years (N=39) Mean	Group 2 4-10 Years (N=39) Mean	Group 3 11+ Years (N=55) Mean	F-ratio	Significantly Different Groups
1. Informational Role Behaviors	A	5.12	5.38	5.26	0.85	None
	P	5.81	6.12	5.98	1.78	None
2. Decisional Role Behaviors	A	4.64	4.67	4.57	0.19	None
	P	5.73	5.85	5.89	0.78	None
3. Interpersonal Role Behaviors	A	3.71	3.79	3.77	0.08	None
	P	5.00	5.29	5.18	1.24	None

* A = Actual Frequency
† P = Preferred Frequency

Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Never, 2 = Almost Never, 3 = Seldom, 4 = Sometimes, 5 = Often, 6 = Almost Always, and 7 = Always

Table 2

Results of the One-way Analysis of Variance for Mean Scores of Factors for Actual and Preferred Organizational Structure Characteristics Classified by Years of Association with District

		Group 1 1-5 Years (N=28)	Group 2 6-10 Years (N=20)	Group 3 11-15 Years (N=37)	Group 4 16+ Years (N=48)		
Factor	A* P†	Mean	Mean	Mean	Mean	F-ratio	Significantly Different Groups
1. Bureaucratization Characteristics	A	5.39	5.44	5.37	5.73	2.17	None
	P	5.73	5.74	5.59	5.83	0.73	None
2. Formalization Characteristics	A	5.56	5.52	5.33	5.66	1.30	None
	P	5.45	5.84	5.48	5.87	2.36	None
3. Operationalization Characteristics	A	4.96	4.78	4.83	5.06	0.66	None
	P	5.78	5.82	5.89	6.13	2.05	None

* A = Actual Priority
† P = Preferred Priority

Means for actual and preferred responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

Table 3

Results of the One-way Analysis of Variance for Mean Scores of Factors for Satisfaction with Organizational Climate Classified by Years in Present Position

		Group 1 1 Year (N=19)	Group 2 2-3 Years (N=20)	Group 3 4-5 Years (N=19)		
Factor	D*	Mean	Mean	Mean	F-ratio	Significantly Different Groups
1. Member Engagement	D	4.67	4.74	4.87	0.68	None
2. Member Esprit de Corps	D	4.52	4.39	4.59	0.42	None
3. Member Significance	D	3.93	3.86	4.17	1.22	None
4. Overall Satisfaction†	D	4.65	4.51	4.67	0.21	None

* D = Degree of Satisfaction

† Item 22 was a global item and was considered a separate factor for the purposes of indicating a general degree of satisfaction with work and working conditions in the district.

Means for degree of satisfaction responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

Table 4

Results of the One-way Analysis of Variance for Mean Scores of Factors for Satisfaction with Organizational Climate Clasified by Years of Association with District

		Group 1 1-5 Years (N=28)	Group 2 6-10 Years (N=20)	Group 3 11-15 Years (N=37)	Group 4 16+ Years (N=48)		
Factor	D*	Mean	Mean	Mean	Mean	F-ratio	Significantly Different Groups
1. Member Engagement	D	4.76	4.64	4.58	4.98	1.87	None
2. Member Esprit de Corps	D	4.73	4.24	4.27	4.69	2.01	None
3. Member Significance	D	3.91	3.77	3.86	4.28	1.83	None
4. Overall Satisfaction†	D	4.67	4.50	4.19	4.98	2.97	4;3

* D = Degree of Satisfaction

† Item 22 was a global item and was considered a separate factor for the purposes of indicating a general degree of satisfaction with work and working conditions in the district.

Means for degree of satisfaction responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

Table 5

Results of the One-way Analysis of Variance for Mean Scores of Factors for Importance and Priority Being Given to Environmental Changes Classified by Years of Association with District

Factor	I* P†	Group 1 1-5 Years (N=28) Mean	Group 2 6-10 Years (N=20) Mean	Group 3 11-15 Years (N=37) Mean	Group 4 16+ Years (N=48) Mean	F-ratio	Significantly Different Groups
1. Financial Changes	I	5.91	6.38	6.00	6.29	2.37	None
	P	5.64	5.53	5.73	5.90	0.77	None
2. Ecotechnological Changes	I	5.14	5.43	5.29	5.43	0.60	None
	P	4.81	4.61	4.78	4.82	0.19	None
3. Legalpolitical Changes	I	5.17	5.16	5.13	5.61	2.04	None
	P	4.72	4.79	4.75	5.20	1.84	None
4. Socioeconomic Changes	I	4.91	5.61	5.72	5.32	1.92	None
	P	4.38	4.41	4.65	4.79	1.15	None
5. Demographic Changes	I	4.44	4.82	4.99	4.98	1.01	None
	P	4.17	4.08	4.42	4.55	0.72	None
6. Sociopolitical Changes	I	4.47	4.75	4.88	4.83	0.82	None
	P	4.01	4.25	4.41	4.46	1.03	None

* I = Importance
† P = Priority Being Given

Means for importance and priority being given responses were calculated on the basis of the following response scale: 1 = Very Low, 2 = Low, 3 = Moderately Low, 4 = Medium, 5 = Moderately High, 6 = High, and 7 = Very High.

CURRICULUM VITAE

CURRICULUM VITAE

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Education:

1979 : M. (Ed.) Memorial University of Newfoundland (Educational Administration)

1976 : B. A. (Ed.) Memorial University of Newfoundland (Elementary Education)

1972 : Baie Verte Integrated High School (Grade XI Junior Matriculation)

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Experience:

1986 - 1987:	Administrative Intern, Office of the Assistant Deputy Minister, Program Services Division, Alberta Advanced Education, Edmonton, Alberta.
1986 - 1987:	Spring Sessional Lecturer, Department of Educational Administration, Faculty of Education, University of Alberta, Edmonton, Alberta.
1985 - 1986:	Sessional Lecturer, Department of Educational Administration, Faculty of Education, University of Alberta, Edmonton, Alberta.
1985 - 1986:	President, Graduate Students' Association, University of Alberta, Edmonton, Alberta.
1984 - 1985:	Instructor and Faculty Consultant, Department of Educational Administration, Faculty of Education, University of Alberta, Edmonton, Alberta.
1981 - 1984:	Systems Principal with Terra Nova Integrated School Board, Gander, Newfoundland.
1979 - 1981:	School Principal with Burin Peninsula Integrated School Board, Salt Pond, Burin, Newfoundland.
1976 - 1978:	Principal/Teacher with Burin Peninsula Integrated School Board, Salt Pond, Burin, Newfoundland.

Unpublished Writings:

A Study of Unemployed Teachers. Unpublished Masters work.

Developing School Board Policy. Unpublished Masters work.

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Swimming and Skiing